



**27-33 King Street West and The Carriage Works,
Manchester**

Planning Statement

September 2022

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Author	Ellie Philcox MRTPI PIEMA
Reviewed	Euan Kellie FRICS FRTPI
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1. Introduction

- 1.1 This Planning Policy Compliance Statement (referred to hereafter as the “Statement”) has been prepared by Euan Kellie Property Solutions on behalf of our client Property Alliance Group (“PAG”) in respect of 27-33 King Street West and The Carriage Works, Manchester, M3 2PJ (‘the Site’) which is located within the administrative boundary of Manchester City Council (“MCC”).
- 1.2 The Site is located within Manchester City Centre, bound by Garden Lane to the north, Smithy Lane to the east, King Street West to the south, and St Mary’s Parsonage to the west. The Site is currently occupied by a range of uses including offices, a ‘Spar’ supermarket and beauty salon.
- 1.3 This application is submitted in respect of the following Proposed Development:
“Full Planning Application and Listed Building Consent for the erection of a 14 storey building and the refurbishment of the existing buildings at 3 Smithy Lane and Carriage Works on Garden Lane / St Mary’s Parsonage with ground floor extension to comprise office accommodation (Class E) with front of house and commercial floorspace at ground floor (Class E) with associated landscaping and other works following demolition of existing buildings at 27-29 King Street West and 31-33 King Street West and link bridge from Carriage Works on Garden Lane / St Mary’s Parsonage to 3 St Marys Parsonage”
- 1.4 The purpose of this Statement is to provide a clear justification for the Proposed Development by demonstrating compliance with the relevant Development Plan, along with other material considerations.

Application Documentation

- 1.5 This Statement should be read alongside all other documents submitted with the planning application which, at the time of writing, includes:
- Covering Letter prepared by Euan Kellie Property Solutions.
 - Planning Application Form and Certificates.
 - Existing and Proposed Plans and Elevations prepared by Jon Matthews Architects.
 - Design & Access Statement prepared by Jon Matthews Architects.
 - Statement of Consultation prepared by Counter Context.
 - Economic Statement prepared by Ekosgen.
 - Heritage and Townscape Visual Assessment prepared by Kevin Murphy Heritage.
 - Desk Based Archaeological Assessment prepared by Salford Archaeology.
 - Transport Statement and Framework Travel Plan prepared by Focus.
 - Ecology Assessment and Bat Survey, and Biodiversity Net Gain Assessment prepared by Penny Anderson Associates.
 - Air Quality Assessment prepared by Redmore Environmental.
 - Flood Risk Assessment and Drainage Strategy prepared by WSP.
 - Phase 1 Ground Investigation Assessment prepared by eP3.
 - Noise Assessment prepared by Sandy Brown.
 - Crime Impact Statement prepared by Greater Manchester Police.

- Energy and Environmental Standards Statement and Ventilation Statement prepared by Crookes Walker.
- Daylight Sunlight and Overshadowing Assessment prepared by Gray Scanlan Hill.
- Wind Assessment prepared by RWDI.
- TV Reception Survey prepared by GTech.
- Construction Management Plan prepared by PAG.
- Waste Management Strategy prepared by Jon Matthews Architects.
- Local Labour Agreement prepared by PAG.
- Request for EIA Screening Opinion prepared by Euan Kellie Property Solutions.

Contact Details

1.6 For further information in respect of this Statement please contact:

Ellie Philcox MRTPI PIEMA
 Director
 Euan Kellie Property Solutions
 Landmark House
 Station Road
 Cheadle Hulme
 SK8 7BS
 Tel: 0161 480 5025
 E-Mail: ellie@euankellie.co.uk

2. The Site and Surroundings

Site Location and Description

- 2.1 The Site is located within the Deansgate ward in Manchester City Centre, and is approximately 0.25 hectares (0.61 acres) in size. It is bound by King Street West, Smithy Lane, Garden Lane and St Mary's Parsonage.
- 2.2 The buildings within the site comprise a four-storey carriage workshop to the rear of the Site (on Garden Lane), a four-storey warehouse (at 3 Smithy Lane), and two three-storey buildings fronting King Street West (27-29 and 31-33 King Street West).
- 2.3 The Site is surrounded by a mix of commercial, business and service uses, typical of the City Centre; Parsonage Gardens is located to the north of the Site and the River Irwell is located to the north-west of the Site.
- 2.4 The Site is easily accessible on foot, and Salford Central Railway Station is located under 500 metres to the west of the Site. There are also several car parks within the immediate vicinity of the Site (including the NCP Manchester King Street West Car Park, to the north east).
- 2.5 **Figure 2.1** shows the Site Context and **Figure 2.2** shows the indicative Site boundary.



^ Figure 2.1 (Source: Google)



^ Figure 2.2 (Source: Google)

2.6 **Figures 2.3 – 2.6** provide further context for the Site itself and its immediate surrounds



^ Figure 2.3 – View along Smithy Lane



^ Figure 2.4 – View along Dunlop Street



^ Figure 2.5 – View on St Mary's Parsonage



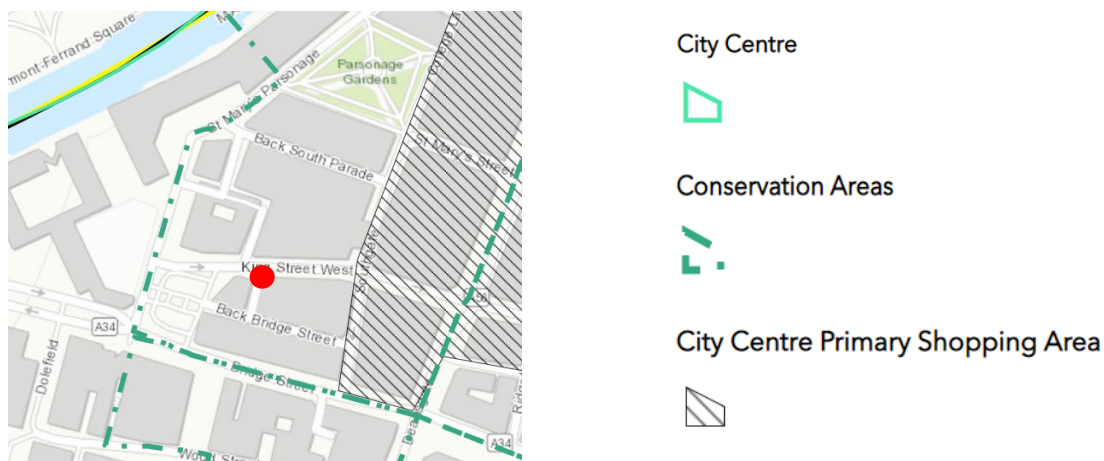
^ Figure 2.6 – View along Garden Lane

Site Designations

- 2.7 The purpose of this Section is to introduce the key planning policy designations; further details are also provided in **Chapter 3**.

Local Planning Policy

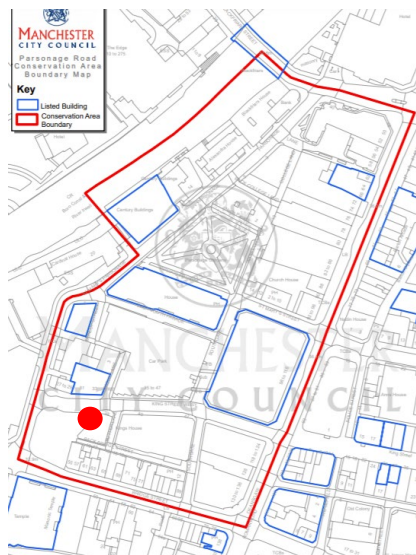
- 2.8 As illustrated in **Figure 2.7** below (Site identified by a red dot), the Site is located within the City Centre (Core Strategy Policies CC1 – CC10), within the Regional Centre (Core Strategy Policy EC3) and within Parsonage Gardens Conservation Area (designated in 1985).
- 2.9 The Site is also located just to the west of the City Centre Primary Shopping Area.



^ Figure 2.7

Parsonage Gardens Conservation Area

- 2.10 The extent of Parsonage Gardens Conservation Area is shown in **Figure 2.8** (with the Site identified by a red dot).



^ Figure 2.8

St Mary's Parsonage Strategic Regeneration Framework

- 2.11 The Site is located within the boundaries of the St Mary's Parsonage Strategic Regeneration Framework ('SRF') (as illustrated in **Figure 2.9** with the Site identified by a red dot), which was approved at MCC's Executive Meeting on 3 July 2020.



^ Figure 2.9

- 2.12 The SRF sets out three Character Zones, and the Site is within the 'King Street West' zone which states:

"The King Street West Zone is largely characterised by mixed use development including retail, restaurant and commercial uses... The King Street West Character Zone includes three buildings of particular note:

Reedham House: Comprises two Grade II Listed properties (31 – 33 King Street and 3 St Mary's Parsonage) and 27 – 29.

31 – 33 King Street date to mid-19th century part of which was built as a carriage factory, it is now in use as offices. The rear of 31 – 33 King Street has been linked with 3 St Mary's Parsonage via an elevated glass walkway over Garden Lane. 31 – 33 King Street provides a small retail frontage onto King Street West across from Motor Square. It is understood that the internals of the buildings are in need of reinvestment and modernisation..."

- 2.13 In respect of site-specific development opportunities, the SRF states the following for Reedham House:

"Reedham House is located to the south of Garden Lane and is listed as Grade II. The building ranges from three to five storeys and comprises a variety of interconnected former industrial and commercial buildings from between 1840 to 1953.

As a result of the way in which the site has evolved over its lifetime, there has been substantial alteration of the historic buildings, which has had a consequential impact of reducing the historic significance of certain parts of the building. A detailed heritage

appraisal has been undertaken by the landowner, which indicates that the southeast corner building, which is bounded by Dunlop Street and Motor Square, has been extensively modernised and altered throughout the 20th Century and 21st Century. The internal areas are considered by the landowner to be of low historic significance and the external areas have also been subject to alterations. The building on the southwest corner is post-war and has low historic significance. Conversely, the carriage works on the northern side of Reedham House is considered by the landowner to have retained historic significance, despite not forming a key element of the statutory listing...

...Any future development proposals for this site should be informed by robust baseline appraisals which include an interrogation of its historic and cultural significance – completing the appraisal work and consultations with Historic England which have already commenced, and, establishing the site's capacity for change and the potential to enhance the quality and character of the local environment and the Parsonage Gardens Conservation Area. It will also be necessary to undertake an economic assessment of the viability of existing uses, taking into account rates of occupier retention, rents, marketing activities, management costs and viability, together with assessments of alternative options and viability to establish the optimum basis for safeguarding the long term, sustainable re-use of the site. The conclusion of that exercise may result in the need to consider the relative merits of alternative options which involve partial redevelopment of the site combined with retention and restoration of historic fabric in order to enhance the overall quality and character of the site and maximise its contribution to the local environment and conservation area. As with all components of this SRF, ultimately any proposals for this site will be determined in accordance with Manchester City Council's Development Plan, national policy and other material considerations.

In so far as it is consistent with the criteria set out in policy, the clear ambition will be to deliver a proposal that will enhance the vitality and viability of the site and the wider Parsonage Gardens SRF area, by:

- *Positively contributing to the character and quality of the Parsonage Gardens Conservation Area as a whole;*
- *Introducing a long term economically viable re-use of the site;*
- *Activating Motor Square and the surrounding streets, acting as a catalyst to further regeneration and investment in the area;*
- *Re-enforcing the sense of enclosure on the northern edge of Motor Square;*
- *Supporting Manchester's zero carbon ambitions and delivering an exemplar of sustainable development;*
- *Ensuring that any proposals for the site deliver opportunities and amenities that will benefit local people; and,*
- *Carefully considering the site's relationship with any existing sensitive uses, in terms of impact and amenity. Issues of noise, privacy, sunlight and daylight, for example, will need to be fully assessed and justified as part of any future planning application proposals.*

Considering the important position of the site on the northern edge of Motor Square, it will be essential for any new development proposals to have a strong relationship with the enhanced public realm and to provide an active frontage along the site's southern and western edges. Future development proposals will be expected to incorporate

publicly accessible leisure or retail space at ground floor to ensure it strengthens this gateway location and draws in visitors to the wider SRF area.

It will also be important that the existing side streets to the rear of the building are appropriately considered in terms of servicing and waste, ensuring that any required changes do not affect the day-to-day access or operations of neighbouring landowners or occupiers.”

- 2.14 **Figure 2.10** illustrates the extent of Reedham House and 3 St Mary's Parsonage (taken from the SRF).



^ Figure 2.10

Site Accessibility

- 2.15 The Site is located in a highly sustainable location, within Manchester City Centre, with many facilities and services available within walking distance of the Site.
- 2.16 The Site is well-connected and surrounded by Railway Stations in every direction; Salford Central is located c. 0.35 km (350 metres) to the west of the Site, Manchester Victoria is c. 0.75 km (755 metres) to the north, Manchester Piccadilly is c.1.4 km (1,400 metres) to the east, Manchester Oxford Road is c.1 km (1,000 metres) to the south east, and Deansgate is c. 0.95 km (950 metres) to the south west of the Site.
- 2.17 There is therefore an abundance of public transport options, within walking distance of the Site, that provide access to the National Rail and Metrolink wider networks.

Heritage

- 2.18 The Site comprises 31 – 33 King Street West, including 3 Smithy Lane, which are Grade II Listed. The Historic England website states the following reasons for the Designations:

“31 and 33 King Street West (including the carriage workshop to the rear and warehouse at 3 Smithy Lane), a carriage manufactory of approximately 1840, enhanced with a showroom of 1849 and with major alterations in 1926 and repair after the Second World War; and a commercial warehouse of 1855, with some alterations, is listed at Grade II for the following principal reasons:

Architectural interest:

** as a surviving 1840s coach works, comprising a manufacturing block and a showroom;*

** notwithstanding damage sustained during the Second World War and consequential repairs, retaining the multi-storey manufacturing block and late-C19 privy tower with the majority of the historic fabric, and evidence of the power suite;*

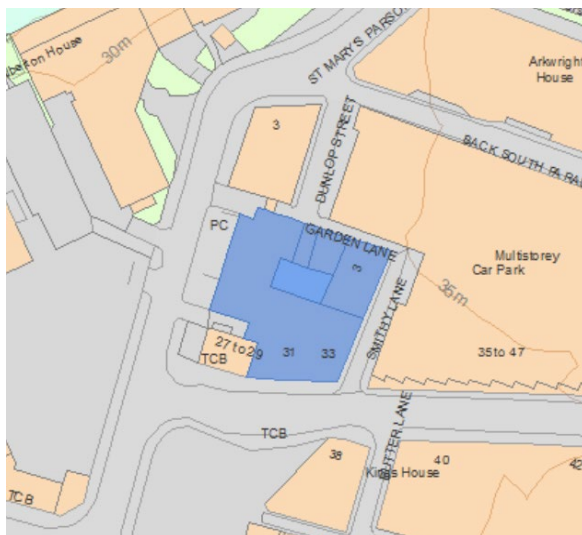
** with good-quality classical details on the showroom frontages comprising rare surviving examples of early commercial architecture, retained and sympathetically altered in 1926;*

** including a good-quality shipping warehouse of 1855 with loading slot, timber sash windows and decorative main entrance and carriage gateway, and retaining its internal structure of cast-iron columns supporting timber beams and joists, as well as good-quality features including the stair and decorative joinery.*

Group value:

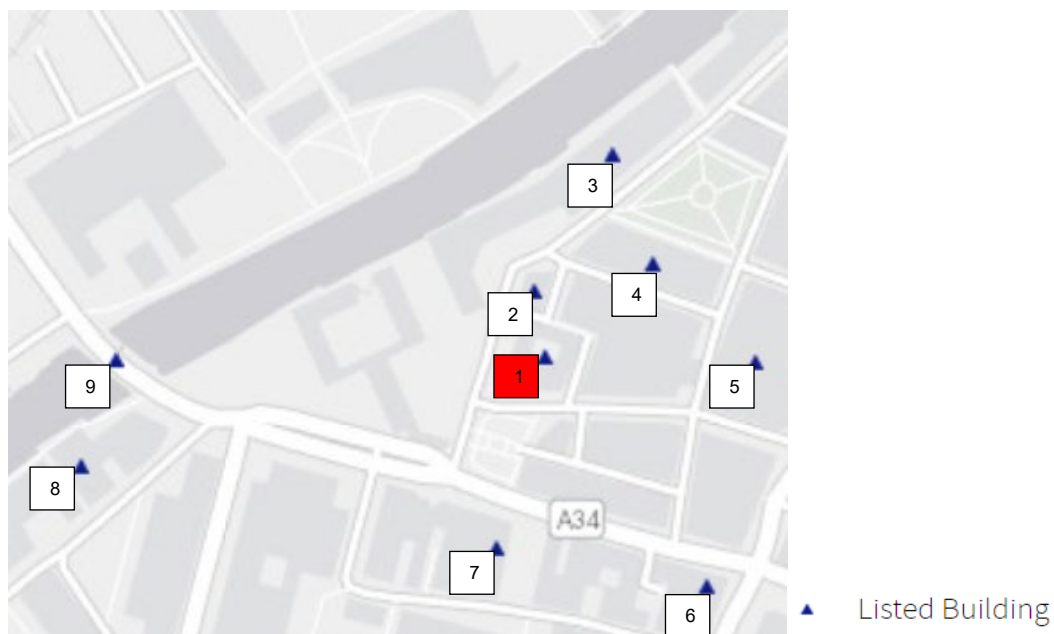
** with the adjacent Grade II-listed textile warehouse at 3 St Mary's Parsonage."*

- 2.19 The extent of the Listing for 31–33 King Street West, including 3 Smithy Lane is shown in blue in **Figure 2.11** below.



^ Figure 2.11

2.20 There are also several other designated heritage assets within the immediate surrounding area, the details of which are provided in **Figure 2.12** and **Table 2.1**.



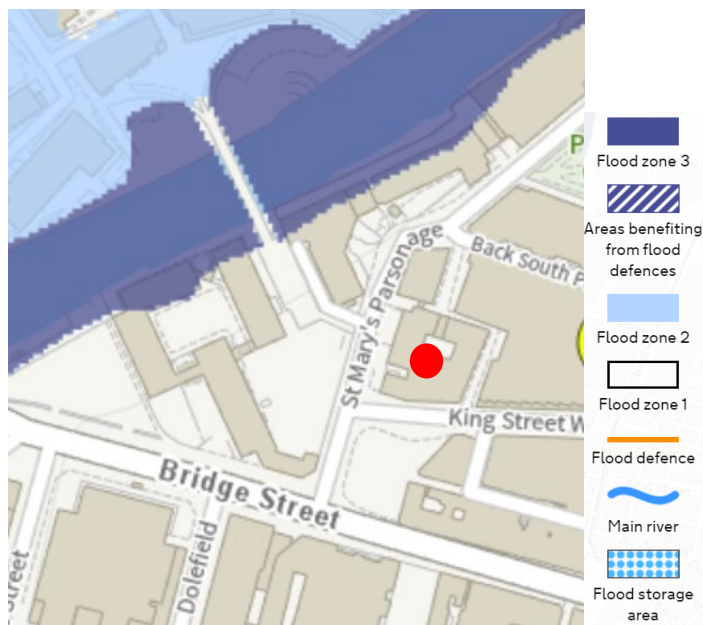
^ Figure 2.12

No.	Name	Listing	List UID
1	31 and 33 King Street West, including 3 Smithy Lane (the Site)	Grade II	238 2988
2	3 St Mary's Parsonage	Grade II	128 3044
3	National Buildings	Grade II	125 4470
4	Arkwright House	Grade II	124 6660
5	98 – 116 Deansgate	Grade II	120 0851
6	Sawyers Arms Public House	Grade II	128 2973
7	Masonic Temple	Grade II	119 7809
8	Former Hydraulic Power Station in Grounds of City College	Grade II	125 4724
9	Albert Bridge	Grade II	129 3278

^ Table 2.1

Flood Risk

- 2.21 According to the Flood Map for Planning¹, the Site is located in Flood Zone 1, which means there is a low probability of flooding, as shown in **Figure 2.13** (Site identified with a red dot).



^ Figure 2.13

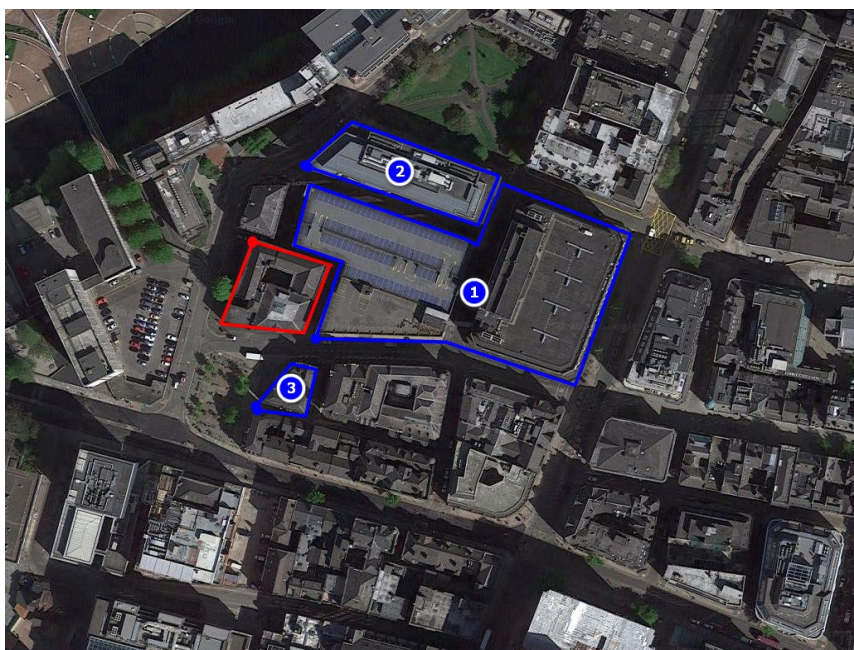
Planning History

- 2.22 The recent planning history of the Site principally relates to installation of new signage and minor works relating to change of use of the ground floor units and therefore is not relevant to the current proposals.

Other Committed Developments

- 2.23 There are several proposed developments and planning applications that have previously been considered, within the area immediately surrounding the Site that are worthy of noting, as illustrated in **Figure 2.14** and detailed within **Table 2.2**.

¹ <https://flood-map-for-planning.service.gov.uk/>



^ Figure 2.14

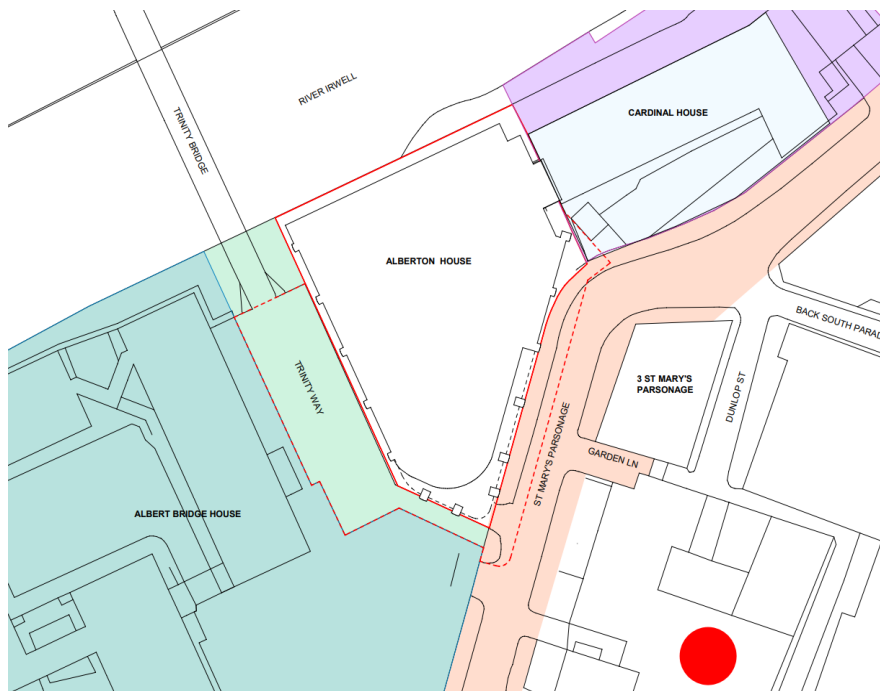
Map Ref.	Planning Reference	Site	Description of Development	Status
1	129251/FO/2021	98-116 Deansgate and 35-47, King Street West	Change of use of upper floors and erection of three storey rooftop extension, including plant level, to Kendal Milne building to provide offices on floors 1-9 (Use Class E), together with change of use of ground, lower ground and basement levels of Kendal Milne building to flexible commercial spaces (Use Class E, F2 and /or Sui Generis (Drinking Establishments) and associated elevational alterations and works; Demolition of adjacent Fraser Building and link bridges and erection of 14 storey office building (Use Class E), including plant level, together with associated amenity space and ground and basement floor flexible commercial units (Use Class E, F2 and / or Sui Generis (Drinking Establishments)) and basement areas for cycle storage and plant; Highways landscaping and public realm works, engineering and infrastructure works and other associated works. Accompanied with LBC Application (Ref. 129252/LO/2021).	Approved 4 June 2021
2	126930/LO/2020	Arkwright House, Parsonage Gardens	Listed Building Consent - Internal refurbishment of the ground floor reception and back of house areas	Approved 30 Jul 2020

2	117592/LO/2017	Arkwright House, Parsonage Gardens	Internal fit out works to first floor office space to include new partitions, kitchen facilities and showers	Approved 09 Nov 2017
3	125888/FU/2020	38 King Street West	Change of use from A1 (Hair Salon) to A3 (Restaurant) with external alterations to the rear elevation.	Approved 03 Jun 2020

^ Table 2.2

2.24 Alongside these proposals, an application was submitted on 1 July 2022 which seeks approval to redevelop Alberton House, which is in close proximity to the application site (marked with a red dot) (reference 134287/FO/2022). The description of development states:

“Demolition of existing building and erection of a 19 storey (ground including mezzanine, plus 18) building above basement level to form a mixed use office development with ancillary office amenity (Use Class E(g(i)) flexible commercial floorspace at ground floor and mezzanine (Use Class E (a), (b), (c) and/ or drinking establishment Sui Generis), flexible office floorspace (Use Class E(g(i)) at Levels 1-16, and two floors of wellness centre (Sui Generis) at Levels 17 and 18 including ancillary food and beverage (Use Class E (a), (b), (g(i)) and/ or drinking establishment Sui Generis), cycle parking, landscaping, highways and other associated works.”



^ Figure 2.15

2.25 Having introduced the application site and surroundings **Chapter 3** will now provide further information in respect of the Proposed Development.

3. The Proposed Development

Application Proposals

3.1 The application proposals present an opportunity to deliver unique, high quality new office floorspace in a highly sustainable location within Manchester City Centre. The proposals are summarised in this chapter – further information is set out in the Design and Access Statement prepared by Jon Matthews Architects.

3.2 The application proposes the following:

“Full Planning Application and Listed Building Consent for the erection of a 14 storey building and the refurbishment of the existing buildings at 3 Smithy Lane and Carriage Works on Garden Lane / St Mary’s Parsonage with ground floor extension to comprise office accommodation (Class E) with front of house and commercial floorspace at ground floor (Class E) with associated landscaping and other works following demolition of existing buildings at 27-29 King Street West and 31-33 King Street West and link bridge from Carriage Works on Garden Lane / St Mary’s Parsonage to 3 St Marys Parsonage” (“the Proposed Development”).

3.3 A Computer Generated Image of the Carriage Works proposals from Garden Lane is shown in **Figure 3.1** below.



^ Figure 3.1

3.4 The application proposals have been developed by an experienced project team in consultation with Planning Officers at MCC, as well as Highways Officers and in liaison with other relevant consultees including Greater Manchester Design for Security.

3.5 Pre-application consultation has also taken place on the proposals in a series of meetings with Deansgate Ward Councillors and also with neighbouring residents and businesses.

Further details on the consultation undertaken is within the Statement of Consultation prepared by Counter Context.

3.6 The Proposed Development includes the following:

- The full refurbishment of the Grade II listed Carriage Works on Garden Lane and Warehouse at 3 Smithy Lane, which will include the following:
 - Complete restoration and repair of all elevations and roof with modern insertions i.e. white plastic windows replaced with new alternatives that complement the character and original features.
 - The reinstatement of the Garden Lane entrance to the Carriage Works with a connection through the historic courtyard to the main building reception.
 - The inner courtyard will be cleared of the existing clutter to expose its original features and architectural detail.
 - A new feature lift and glazed roof will be provided to the courtyard, enabling the space to be used as a wider extension of the reception space for building amenity.
 - The existing brickwork will be repointed where necessary.
 - Internally, all listed structures i.e. existing stairs will be retained and sensitively repaired. Modern wall linings will be removed and the original brickwork revealed and sensitively repaired where needed.
 - Modern ceilings will be removed to allow the existing floorboards and supporting structures to be revealed.
 - New lighting and services will be exposed and carefully threaded through the existing fabric.
- The creation of a landmark new office building of 14 storeys fronting Motor Square delivering 4,849 sqm (net) of new office (Class E use) floorspace, following the demolition of buildings at 27-29 and 31-33 King Street West, with a new entrance lobby off King Street West via a colonnade building entrance and wraparound communal roof terrace at floor 10 and amenity pavilion and roof terrace at roof level for use by the building occupants.
- The demolition of the existing link bridge between the Carriage Works and 3 St Mary's Parsonage and associated works to 3 St Mary's Parsonage.
- A new ground floor commercial / retail unit (Class E use) (140 sqm) fronting onto St Mary's Parsonage providing an active street frontage.
- The provision of a gym and secure cycle storage (92 no. spaces) and shower facilities with accesses provided off Garden Lane and Smithy Lane.
- The creation of new public realm on King Street West, St Marys Parsonage and Garden Lane / Smithy Lane improving permeability around the Site and increasing visibility of the Grade II Listed Carriage Works and Warehouse. There is an aspiration to achieve a biodiversity enhancement on the Site through the provision of bat and bird boxes and inclusion of rain gardens within the landscaping proposals with a variety of pollinator-friendly plant species including grasses and herbaceous species.
- All accesses to the building are at grade to ensure ease of access by disabled persons. Two new feature lifts are provided within the existing courtyard area, accessed via a link bridge, to serve the Carriage Works and Warehouse, with three further lift accesses via the main building reception.

- The building is to be serviced via a new loading bay on St Mary's Parsonage. It is proposed that the new loading bay is shared with the recently implemented taxi rank, such that the bay becomes loading only during daytime hours, when the taxi rank is typically not used, and taxi rank in the evening.

3.7 The proposals are presented in detail in the Design & Access Statement prepared by Jon Matthews Architects in support of the application.

Property Alliance Group

- 3.8 Property Alliance Group ("PAG") are an award-winning development company specialising in city centre, and regional, commercial, and residential development. They have a highly successful track record of development and investment and is currently delivering a development pipeline of £400 million.
- 3.9 PAG owns, and asset manages over 1 million sq. ft. of office and industrial space, having recently disposed of 800,000sqft of fully let industrial space across 12 assets which were repositioned through extensive development and asset management. PAG has also disposed of 300,000 sq. ft. of office accommodation in Manchester city centre, owned and asset managed with JV partner ARES.
- 3.10 PAG has a strong track record of delivering difficult City Centre sites to create high quality landmark developments, in both the commercial office and luxury residential sectors.
- 3.11 A CGI of the Proposed Development from The Boulevard / The Avenue roundabout is provided in **Figure 3.2** below.



^ Figure 3.2

- 3.12 **Chapter 4** will now outline the relevant local planning policy considerations.

4. Local Planning Policies

- 4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning decisions to be made in accordance with the Development Plan unless material considerations indicate otherwise.
- 4.2 The planning policy context comprises two levels of adopted and emerging policy – national and local. Within each level there is both planning policy and guidance which combine to provide the framework for the consideration of the Proposed Development. The local planning policy context is outlined below; national policy is introduced in **Chapter 5**.

Adopted Local Plan

Manchester Core Strategy

- 4.3 The Manchester Core Strategy was adopted in July 2012 and is the key, overarching DPD within the LDF. The Core Strategy has replaced significant elements of the Manchester UDP as the document that sets out the long-term strategic policies for Manchester's future development. The policies relevant to the Proposed Development are summarised in **Table 4.1**:

Policy	Summary
Policy SO1: Spatial Principles	Provides a framework within which the sustainable development of the City can contribute to halting climate change.
Policy SO2: Economy	Policy SO2 seeks to support a significant further improvement of the City's economic performance and spread the benefits of this growth across the City to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities.
Policy SO6: Environment	Policy SO6 seeks to protect and enhance both the natural and built environment of the City and ensure the sustainable use of natural resources.
Policy SP1: Spatial Principles	Policy SP1 outlines that the Regional Centre – which includes Manchester City Centre – will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high-quality city living.
Policy EC1: Employment and Economic Growth in Manchester	Policy EC1 sets out the priorities for delivering economic growth within Manchester. The focus for new employment uses is to be the Regional Centre. Development proposals are required to demonstrate how CO2 emissions will be minimised with an aim of zero carbon emissions, through energy efficiency, renewable energy and contributing to low and zero carbon decentralised energy infrastructure and ensuring design makes the best possible use of a site or building in terms of efficient use of space, enhancing the sense of place of the wider area and minimising detrimental impacts on adjacent uses, considers the needs of users/employees of a site/building for access via walking, cycling and public transport and reduction of opportunities for crime by applying current best practice in security design.
Policy EC2: Existing Employment Space	The Council will seek to retain and enhance existing employment space and sites.
Policy EC3: The Regional Centre	This Policy within the Regional Centre development for employment generating uses including offices and other commercial development will be encouraged.

Policy CC1: Primary Economic Development Focus	Policy CC1 sets out that the City Centre is a strategic economic location and focus of employment growth in the City and City Region. Within the City Centre and the fringe a variety of high quality accommodation types, sizes and foot-plates will be encouraged to boost investment by local, national and international businesses. The City Centre and fringe will be considered a suitable location for the consideration of high-density buildings and commercially led mixed use schemes. The focus for employment growth will be in B1a high density offices.
Policy CC5: Transport	Developers should work with public transport providers to ensure that all users are able to access development by sustainable means, especially taking account of times when developments are likely to be busiest. Within the City Centre it will be important that people can move easily from one area to another.
Policy CC6: City Centre High Density Development	City Centre development will generally be high-density. It is a location where land should be used to maximise its efficiency. The appropriate scale, massing and height of development in the City Centre will significantly exceed what is appropriate elsewhere in the City.
Policy CC8: Change and Renewal	Policy CC8 sets out that developments which make significant contributions to the City Centre's role in terms of employment and retail growth or which improve the accessibility and legibility of the Centre will be supported, subject to the proposal's impact on key aspects of the City's heritage and character.
Policy CC9: Design and Heritage Design	New buildings will need to be of the highest standard in terms of appearance and function. The Council will support high density and mixed-use development, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form.
Policy CC10: A Place for Everyone	The City Centre will develop as a location which appeals to a wide range of residents and visitors. Development which promotes this objective will be supported, particularly through increasing the diversity of activity in the City Centre and high standards of accessibility to buildings and across spaces.
Policy C1: Centre Hierarchy	The City Centre has a regional focus for commerce, culture, leisure and tourism.
Policy EN1: Design Principles and Strategic Character Areas	All development in Manchester will be expected to follow the seven principles of urban design and have regard to the strategic character area in which the development is located. The site is located within the City Centre Character Area, where developers will be expected to consider the City's heritage and continue the rich pattern of activity in the core area. Wherever possible the opportunity should be realised to enhance existing and provide new areas of meaningful open space, and the maintenance and improvement of the City's permeability should be considered in all proposals.

Policy EN2 Tall Buildings	Tall buildings are defined as buildings which are substantially taller than their neighbourhoods and/or which significantly change the skyline. Proposals for tall buildings will be supported where it can be demonstrated that they ▪ Are of excellent design quality, ▪ Are appropriately located, ▪ Contribute positively to sustainability, ▪ Contribute positively to place making, for example as a landmark, by terminating a view, or by signposting a facility of significance, and ▪ Will bring significant regeneration benefits. A fundamental design objective will be to ensure that tall buildings complement the City's key existing building assets and make a positive contribution to the evolution of a unique, attractive and distinctive Manchester, including to its skyline and approach views. Suitable locations will include sites within and immediately adjacent to the City Centre with particular encouragement given to non-conservation areas and sites which can easily be served by public transport nodes. By their very size tall buildings can have a significant impact on the local environment and its micro-climate. It is therefore expected that this impact be modelled and that submissions for tall buildings also include appropriate measures to create an attractive, pedestrian friendly local environment.
Policy EN3: Heritage	Throughout the City, the Council will encourage development that complements and take advantage of the distinct historic and heritage features of its districts and neighbourhoods. New Developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including listed buildings, registered parks and gardens, conservation areas and archaeological remains.
Policy EN4: Reducing CO2 Emissions by Enabling Low and Zero Carbon Development	The Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO2 emissions, and rising fossil fuel prices. Specifically, wherever possible, new development must be located and designed in a manner that allows advantage to be taken of opportunities for low and zero carbon energy supplies.
Policy EN5: Strategic Areas for Low and Zero Carbon Decentralised Energy Infrastructure	The Regional Centre is identified as a strategic area, which has a major role to play in achieving an increase in the level of decentralised, low and zero carbon energy supplies available. As such, new development will be expected to take place in the context of more detailed proposals for decentralised low and zero carbon energy infrastructure in the form of energy proposals plans.
Policy EN6: Target Framework for CO2 reductions from low or zero carbon energy supplies	Applications for all development over 1,000 sq. m. will be expected as a minimum to meet the targets set out in this policy, unless this can be shown to be not viable. This should be demonstrated through an energy statement. This energy statement will be expected to set out the projected regulated energy demand and associated CO2 emissions for all phases of the development.
Policy EN8: Adaptation to Climate Change	All development will be expected to be adaptable to climate change in terms of design, layout, siting and function of buildings and external spaces.

Policy EN14: Flood Risk	In line with the risk-based sequential approach contained within PPS25, development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding, this should take account of all sources of flooding identified in Manchester-Salford-Trafford Strategic Flood Risk Assessment ("SFRA"). In addition to requirements for site-specific Flood Risk Assessments ("FRA") set out in PPS25, an appropriate FRA will also be required for all development proposals, including changes of use, on sites greater than 0.5 ha within Critical Drainage Areas ("CDA") and Canal Hazard Zones identified in the SFRA. All new development should minimise surface water run-off, including through Sustainable Drainage Systems ("SUDS") and the appropriate use of lands Infrastructure. Developers should have regard to the surface water run-off rates in the SFRA User Guide. In CDAs, evidence to justify the surface water run-off approach / rates will be required.
Policy EN15: Biodiversity and Geological Conservation	The Council will seek to maintain or enhance sites of biodiversity and geological value throughout the city. Developers will be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on-site or adjacent to the site, contributing to the linkages between valuable or potentially valuable habitat areas.
Policy EN16: Air Quality	The Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas, located along Manchester's principal traffic routes and Manchester Airport. Developers will be expected to take measures to minimise and mitigate the local impact of emissions created by the use of the development itself. When assessing the appropriateness of locations for new development the Council will consider the impacts on air quality, alongside other plan objectives. This includes cumulative impacts, particularly in Air Quality Management Areas.
Policy EN17: Water Quality	With reference to the Manchester-Salford-Trafford SFRA and other relevant documents: Development should avoid any adverse impacts on water quality, including during the construction phase, and wherever possible should seek to enhance water quality, both chemical and ecological. Development should minimise surface water run-off from development and associated roads, and minimise groundwater contamination, and to avoid pollutants reaching watercourses. Development close to a water course should also ensure that waste or litter cannot enter the watercourse from the site. Development should, where feasible and appropriate, see to open up and culverted or hidden watercourse beneath the site to improve the ecological status of that watercourse.
Policy EN19: Waste	The Council will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy. All developers will be required to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled wherever possible and how the sustainable waste management needs of the end user will be met.
Policy DM1: Development Management	All developments should have regard to the following specific issues including: effects on amenity such as noise, light, air quality, road safety and traffic generation; accessibility; community safety and crime prevention; vehicular access; and green infrastructure.

Policy T1: Sustainable Transport	To deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport, the Council will support proposals that: ▪ Promote regeneration and economic viability by relieving traffic congestion and improving access to jobs and services, particularly for those in need and for those without a car. ▪ Improve access to transport services and facilities in order to enable disabled people and people with mobility impairments to participate fully in public life. ▪ Facilitate modes of transport that reduce carbon emissions e.g. by incorporating charging points for electric vehicles subject to appropriate design and location. ▪ Would reduce the negative impact of road traffic e.g. congestion, air pollution and road accident casualties.
Policy T2: Accessible Areas of Opportunity and Needs	The Council will actively manage the pattern of development to ensure that new development is located to ensure good access to the City's main economic drivers, including the Regional Centre, the Oxford Road Corridor and Hospitals and the Airport, and is easily accessible by walking, cycling and public transport, connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Proportionate Traffic Impact Assessments and Travel Plans should be provided for all major applications and for any proposals where there are likely to be access or transport issues.

[^] Table 4.1

Saved Policies of the Manchester Unitary Development Plan

- 4.4 A large number of the policies set out in the UDP adopted in July 1995 were 'saved' in 2012 and are still in effect today. The policies relevant to the Proposed Development are summarised in **Table 4.2**:

Policy	Summary
DC18.1e Conservation Areas	Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of the Conservation Area.
DC19.1d Listed Buildings	The Council will seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features.
RC20 City Centre: Area 5: Blackfriars Street/ Deansgate/ River Irwell	This Policy recognises the area as having important elements of the City Centre's office and retail activities, stating that it is becoming increasingly necessary to accept the introduction of non-retailing uses.
DC26 Development and Noise	The Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both: a. The effect of new development proposals which are likely to be generators of noise; and b. The implications of new development being exposed to existing noise sources which are effectively outside planning control. New noise-sensitive developments (including large-scale changes of use of land or buildings) such as housing, schools, hospitals or similar activities, will be permitted subject to their not being in locations which would expose them to high noise levels from existing uses or operations, unless the effects of the noise can realistically be

Policy	Summary
	reduced. In giving effect to this policy, the Council will take account both of noise exposure at the time of receiving a planning application and of any increase that may reasonably be expected in the foreseeable future. Where the Council believe that an existing noise source might result in an adverse impact upon a proposed new development, or where a new proposal might generate potentially unacceptable levels of noise, it will in either case require the applicant to provide an assessment of the likely impact and of the measures proposed to deal with it satisfactorily.

^ Table 4.2

Supplementary Planning Documents and Planning Guidance

- 4.5 In addition, MCC has also adopted a number of Supplementary Planning Documents (“SPD”).

Guide to Development in Manchester SPD

- 4.6 The Guide to Development in Manchester SPD was adopted in April 2007 sets out the design principles and standards that the City Council expects new development to achieve. The key principles and standards are set out in **Table 4.3** below.

SPD	Summary
Building heights are to be carefully considered	It is important that new developments are of an appropriate height having regard to location, character of the area and specific site circumstances and local effects, such as microclimate ones.
Strong corners are important landmarks	The corners of buildings create visual interest, enliven the streetscape and contribute to the identity of an area. Corners help people to find their way around an area and are often used as meeting points. Corners should therefore be designed with attractive window, entrance and elevational detail and site boundaries should be high quality.
New developments should maximise access for disabled people	The Council will expect developers to comply with the standards detailed in its “Design for Access 2” Manual, and to produce an access statement, with identifies their philosophy and approach to inclusive design.
Open Space	Successful open spaces play a vital role within the City. Successful open spaces encourage use and ownership by local people, stimulating neighbourliness and pride, and contributing to people’s sense of wellbeing.
Employment Areas	Wherever possible, workplaces should be located near to residential areas and other services, to support the Council’s sustainable development strategy, in particular reducing the need to travel. We will carefully consider proposals to ensure that residential and local amenity is protected and any adverse impacts are mitigated. A good relationship between buildings and the adjacent street frontages, and between adjacent buildings, will be required, even when these are not located close to each other. This is to ensure that the appearance of the area is attractive and that individual buildings are not isolated and insecure. Variety of built form is welcome as long as there is good design within each discrete parcel, good boundary treatments, and a positive relationship to the overall character of the site. Pedestrian routes and entrances to buildings should be straightforward and safe.

^ Table 4.3

Other Relevant Planning and Regeneration Documents

St Mary's Parsonage SRF

- 4.7 As set out in **Chapter 2**, the St Mary's Parsonage SRF was approved at MCC's Executive Meeting on 3 July 2020 and as such it now forms a material consideration in the determination of planning applications.
- 4.8 The SRF states how the area is in a prime location within Manchester City Centre, with easy access to a full range of retail choices, employment opportunities, leisure destinations and transport connections. Given this, the SRF sets out how there is an opportunity to re-define the area's strategic priorities, and to establish a SRF within which future development proposals can be brought forward and considered in a way that will maximise the area's wider improvement for the benefit of residents, businesses, employees, and visitors.

The Vision

- 4.9 Part of the Vision for the SRF is to:

"...Establish Parsonage Gardens as a clearly definable and cohesive part of the City Centre, recognised by its distinctive character and sense of place. It will be a commercially led mixed use neighbourhood, anchored by high quality public space at its heart and a range of leisure and retail facilities to create a vibrant destination that compliments the wider City Centre. It will be a place where people live, work, relax, socialise..."

Office Floorspace

- 4.10 In respect of office space, the SRF recognises that there is an identified shortfall of Grade-A office space within the city centre, and Paragraph 3.37 of the SRF states:

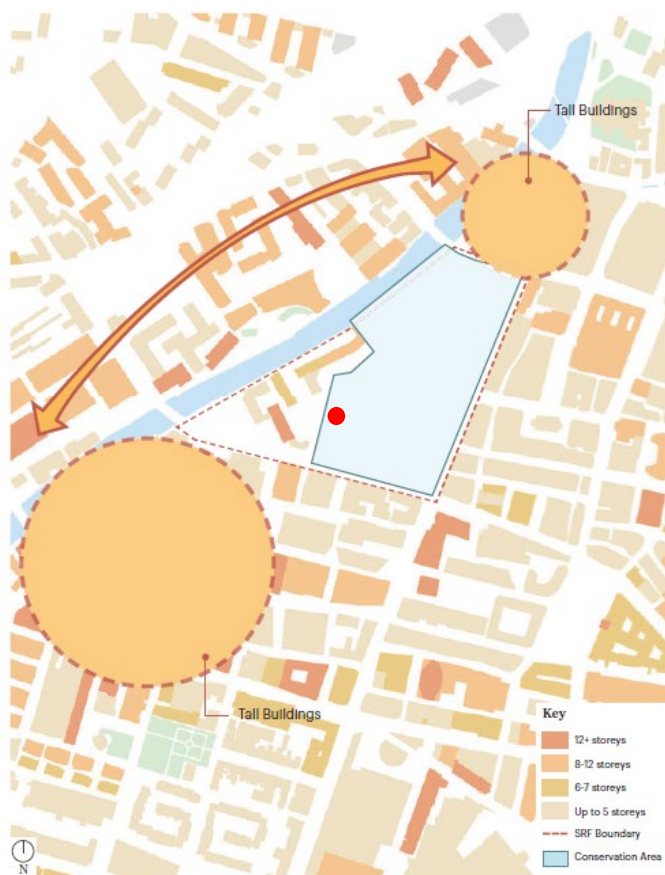
"There is an identified shortage of Grade A office floorspace in the City Centre – Manchester's principal economic driver, with the amount Grade A supply at the lowest since 2005 and it is expected that a majority of the Grade A floorspace currently in the pipeline will be let prior to practical completion. The shortage of premium office floorspace has put upward pressure on headline rents and on prime yields."

Building Heights

- 4.11 In respect of building heights, the following is stated in respect of the Site (Paragraph 6.35 of the SRF):

"To the west of Kendals is the area bounded by College Land, St Mary's Parsonage, King Street West and Back South Parade, which includes the Multi Storey Car Park. An opportunity to redevelop the Multi-storey car park has been identified together with, potentially the buildings which sit between 31-22 King Street West and 3 St Mary's Parsonage, which are Grade II Listed. Within the context of the tall building zone in the southwest corner, it is considered that proposals on the Multi-Storey Car Park site might appropriately mediate height down towards the mid-rise zone to north east. This will however need to be demonstrated, as part of planning applications, through detailed analysis with regard to townscape, heritage and microclimate considerations in particular."

- 4.12 **Figure 4.1** overleaf provides an extract from Page 60 of the SRF, highlighting the 'Tall Building' zone to the south west of the SRF area (the Site shown with a red dot).



^ Figure 4.1

Contribution to the Historic Environment

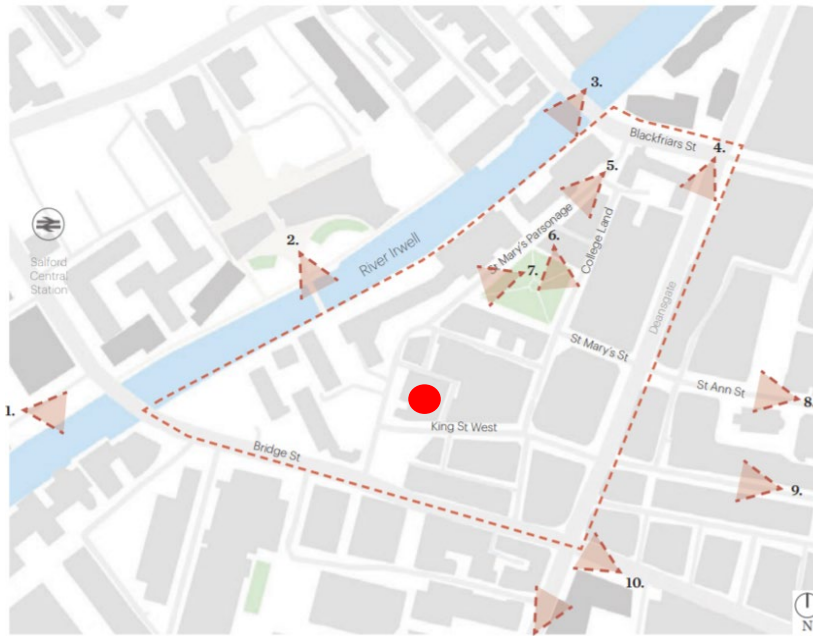
- 4.13 Section 6 of the SRF states that proposals should demonstrate enhancement to the setting of Listed Buildings, including Grade II Listed 31-33 King Street West; stating that the settings of these buildings are currently adversely impacted by the poor pedestrian environment and lack of activity surrounding Motor Square.

- 4.14 Paragraph 6.54 of the SRF states:

“Development proposals should seek to enhance the Conservation Area by positively contributing to its character and setting. New buildings will be expected to both complement existing buildings and make a positive contribution to the area through exceptional design.”

Key Views

- 4.15 The main Key Views across, into and out of the SRF Area, are shown in **Figure 4.2** overleaf (extract from Page 64 of the SRF) (the Site identified by a red dot).



^ Figure 4.2

Architectural Quality

- 4.16 Section 6 of the SRF states that a key objective will be to revitalise the area with new architecture, replacing those buildings that are no longer fit for purpose, whilst respecting Listed Buildings.
- 4.17 Paragraph 6.63 of the SRF states the following in respect of corner plots:
- “Corner emphasis should be a key design focus, to express the verticality and as a means to break up massing. Particular emphasis should be given to the entrances.”*

Site Specific Development Opportunities

- 4.18 As set out in **Chapter 2** of this Report, the Site is recognised as a ‘Development Opportunity’ within the SRF, within the ‘King Street West Zone’.

City Centre Strategic Plan 2015-2018

- 4.19 The Strategic Plan 2015-2018, endorsed by the Council’s Executive Committee in July 2015, sets out a long-term vision for the City Centre and highlights the priorities for the development of the different areas of the City Centre.
- 4.20 The Strategic Plan recognises Parsonage Gardens as ‘a place to relax and spend time’, with it being an attractive green space within the City Centre. In respect of commercial development, the Strategic Plan states that as strategic regeneration frameworks are developed for key areas of the City Centre, space for accommodation that is flexible and able to meet the needs of the market, key growth sectors, and small and start-up businesses will be central to those plans.

Places for Everyone

- 4.21 'Places for Everyone' is a Joint Development Plan Document for nine Greater Manchester Authorities. Following consultation in 2021, the Plan was submitted to the Secretary of State for Examination.
- 4.22 The purpose of Places for Everyone is to provide an integrated approach to strategic development across Greater Manchester. Examination Hearings are due to commence in January 2023 with adoption targeted by the end of 2023.

Zero Carbon Manchester

- 4.23 This report outlines the approach that will be taken to help Manchester reduce its carbon emissions over the period 2020-2038.
- 4.24 This Strategy sets out Manchester's aim of being a zero-carbon city by 2038 or earlier. Specifically, it highlights that in 2018, the Council adopted targets that seek to:
- Emit only 15m tonnes of CO2 between 2018 and 2100;
 - Reduce carbon emissions by at least 15% each year;
 - Become zero carbon by 2038, at the latest.
- 4.25 The Council has established that as the City emerges from the impacts of Covid-19, the Council is determined to put green projects at the heart of the City's recovery, which will result in cleaner air, more welcoming environments, in jobs, and in lower energy bills.

Parsonage Gardens Conservation Area

- 4.26 The Conservation Area was designated in June 1985 and its boundaries are Blackfriars Street, Deansgate (a common boundary with the St Ann's Square Conservation Area), Bridge Street (a common boundary with the Deansgate/Peter Street Conservation Area) and St Mary's Parsonage. The River Irwell forms the western boundary of the area along the line of the administrative boundary of the City of Salford.
- 4.27 The Site is located in the south west of the Conservation Area, as shown in **Figure 2.4** in **Chapter 2**.
- 4.28 In respect of controlling development within the Conservation Area, the Council advise that:
- "Where the replacement or refurbishment of buildings is contemplated, property owners and developers should be aware of the characteristics which make buildings interesting and ensure that the proposals are designed to respect and relate to them. Building heights vary considerably within the Conservation Area and heights of proposed developments should be determined by their immediate surrounds and not greatly exceed them."*
- 4.29 In relation to Parsonage Gardens and its buildings today, the Council note:
- "The oldest building remaining in the area was originally built as a pair of 3-storey Georgian houses, at numbers 31 and 33 on King Street West. The building was constructed around 1800 in red brick with two pairs of stone pilasters and a central pediment. The ground floor has been replaced by modern shopfronts. The present appearance would be enhanced if the building were to be restored to its original state."*

Statement of Community Involvement

- 4.30 On 11 June 2018 the Council adopted a refreshed Statement of Community Involvement (“SCI”) which sets out how residents and other stakeholders can get involved in the preparation of planning policies, frameworks and neighbourhood planning processes in Manchester and also how interested parties can make comments on planning applications received by the Council.
- 4.31 Consultation on the draft SCI finished on 2 October 2017 and the SCI has been amended by the Council where appropriate in light of comments received during the consultation period.
- 4.32 **Chapter 5** will now introduce the relevant national planning policies.

5. National Planning Policies

- 5.1 As outlined in **Chapter 4**, Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that the determination of planning applications must be made in accordance with the 'Development Plan' unless 'material considerations' indicate otherwise.
- 5.2 The Courts have held that the Government's statements of planning policy are such 'material considerations' which must be considered, where relevant, in decisions on planning applications.

National Planning Policy Framework

Background

- 5.3 The revised National Planning Policy Framework ("NPPF") was published by the Ministry of Housing, Communities & Local Government – now the Department for Levelling Up, Housing and Communities – on 20 July 2021 and is a significant material consideration in planning decisions.

Introduction

- 5.4 The NPPF Introduction (Section 1) sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. The policies in the Framework should be taken into account in dealing with applications from the day of its publication [paragraph 212].
- 5.5 The NPPF is set out over 17 Sections along with Annex 1, Implementation and Annex 2, Glossary, and covers 217 paragraphs. Paragraph 3 states that '*the Framework should be read as a whole (including its footnotes and annexes)*'.
- 5.6 It is relevant to note that the NPPF goes on to outline in paragraph 6 that other statement of government policy may be material when preparing plans or deciding planning applications, such as relevant Written Ministerial Statements and endorsed recommendations of the National Infrastructure Commission.

Achieving Sustainable Development (Section 2: ¶ 7 to 14)

Three Overarching Objectives

- 5.7 Paragraph 7 of the NPPF informs that the United Kingdom, as a member of the United Nations, has agreed to pursue the 17 Global Goals for Sustainable Development in the period to 2030.
- 5.8 The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development and, achieving this means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that objectives can be taken to secure net gains across each of the different objectives. These objectives are defined as follows:

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed, beautiful and safe built environment, with accessible services and open spaces that reflect

current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

- 5.9 Importantly the NPPF states that planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in so doing *“take local circumstances into account, to reflect the character, needs and opportunities of each area”*.

Presumption in favour of sustainable development

- 5.10 Paragraph 11 of the NPPF states that plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means:

“c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date [footnote 7], granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed [footnote 6]; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”

- 5.11 Footnote 7 relates to the provisions of paragraphs 11d (i) and 11d and respectively; they state:

“The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 63); and areas at risk of flooding or coastal change.”

Building a strong, competitive economy (Section 6: ¶ 81 to 85)

- 5.12 Section 6 of the NPPF states that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development (paragraph 81).

- 5.13 Furthermore, it states that planning policies and decisions should recognise and address the specific locational requirements of different sectors (paragraph 83).

Promoting Healthy and Safe Communities (Section 8: ¶ 92 to 103)

- 5.14 Section 8, specifically Paragraph 92, seeks to achieve healthy, inclusive and safe places which:

“a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for

easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;

b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of attractive, well-designed, clear and legible pedestrian and cycle routes, and high quality public space, which encourage the active and continual use of public areas; and

c) enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.”

Promoting Sustainable Transport (Section 9: ¶ 104 to 113)

- 5.15 Section 9 seeks to ensure that sustainable transport modes are promoted through both the plan making process as well as in the determination of planning applications.
- 5.16 Paragraph 104 states that transport issues should be considered at the earliest stage of plan making, and paragraph 105 advises that the planning system should actively manage patterns of growth, including limiting the need to travel, offering a genuine choice of modes, as well as helping to reduce congestion and emissions to improve air quality and public health.
- 5.17 Paragraphs 107-109 provide guidance in relation to car parking policies, and confirms that local set standards should take account of accessibility; type, mix and use of the development; availability of public transport; local car ownership levels; and the need for adequate spaces where electric cars can be charged.
- 5.18 In terms of decision-making, paragraph 110 confirms that proposals should be assessed on the basis that there are appropriate opportunities to promote sustainable transport modes, safe and suitable access, and that any significant impacts on the highway network or on highways safety can be cost effectively mitigated.
- 5.19 Importantly paragraph 111 states:
- “Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.”*

Making Effective Use of Land (Section 11: ¶ 119 to 125)

- 5.20 Section 11 of the NPPF states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that *“makes as much use as possible of previously-developed or ‘brownfield land’”* in line with Footnote 47.
- 5.21 Paragraph 120 is noteworthy and states that planning policies and decisions should:
- “a) encourage multiple benefits from both urban and rural land, including through mixed use schemes and taking opportunities to achieve net environmental gains – such as developments that would enable new habitat creation or improve public access to the countryside;*
- b) recognise that some undeveloped land can perform many functions, such as for wildlife, recreation, flood risk mitigation, cooling/shading, carbon storage or food production;*

c) give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land;

d) promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively (for example converting space above shops, and building on or above service yards, car parks, lock-ups and railway infrastructure); and

e) support opportunities to use the airspace above existing residential and commercial premises for new homes. In particular, they should allow upward extensions where the development would be consistent with the prevailing height and form of neighbouring properties and the overall street scene, is well-designed (including complying with any local design policies and standards) and can maintain safe access and egress for occupiers.”

- 5.22 Guidance in respect of ‘achieving appropriate densities’ is set out in paragraphs 124 and 125 of Section 11; the latter stating that planning policies and decisions should support development that makes efficient use of land, taking into account:

“a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;

b) local market conditions and viability;

c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;

d) the desirability of maintaining an area’s prevailing character and setting (including residential gardens), or of promoting regeneration and change; and

e) the importance of securing well-designed, attractive and healthy places.”

Achieving Well-Designed Places (Section 12: ¶ 126 to 136)

- 5.23 Section 12 of the NPPF provides design guidance and states that “*the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve*”. Section 12 is one of the NPPF chapters which has had the greatest overhaul between the 2019 and 2021 versions.

- 5.24 Paragraph 130 (previously 127) is noteworthy and states that planning policies and decisions should ensure that developments:

“a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users [footnote 46]; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”

5.25 Paragraph 134 states that: ‘Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design [footnote 52 – ‘Contained in the National Design Guide and National Model Design Code’]’.

5.26 It goes on to state that “significant weight should be given [when determining applications] to:

a) *development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or*

b) *outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.”*

Meeting the Challenge of Climate Change, Flooding and Coastal Change (Section 14: ¶ 152 to 173)

5.27 Section 14 sets out guidance for ensuring the planning system supports the transition to a low carbon future in a changing climate, taking into account flood risk and coastal change. This includes encouraging the re-use of existing resources, including the conversion of existing buildings, and supporting renewable and low carbon energy and associated infrastructure.

5.28 Paragraphs 159-169 provide guidance on planning and flood risk. The guidance confirms that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future).

5.29 Paragraph 169 states that major developments should incorporate sustainable drainage systems, unless there is clear evidence that this would be inappropriate.

Conserving and Enhancing the Natural Environment (Section 15: ¶ 174 to 188)

5.30 Paragraph 174 introduces Section 15 and sets out that planning policies and decisions should contribute to and enhance the natural and local environment. The NPPF states that plans should protect and enhance biodiversity and geodiversity. Paragraph 180 goes on to state that LPAs should apply the following principles when determining planning applications:

“a) if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;

b) development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its

likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest;

c) development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists; and

d) development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to improve biodiversity in and around developments should be integrated as part of their design, especially where this can secure measurable net gains for biodiversity or enhance public access to nature where this is appropriate."

- 5.31 In terms of ground conditions and pollution the NPPF states in paragraph 183 that planning policies and decisions should ensure that a *"site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination"*.

Conserving and enhancing the historic environment (Section 16: ¶ 189 to 208)

- 5.32 Paragraph 189 introduces Section 16 of the NPPF and states that heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

Proposals affecting heritage assets

- 5.33 Paragraph 192 outlines that when determining applications, LPAs should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.
- 5.34 The paragraph goes on to state that 'as a minimum' the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.
- 5.35 Paragraph 194 states that LPAs should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
- 5.36 Paragraph 197 states that in determining applications, LPAs should take account of:
- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
 - b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
 - c) the desirability of new development making a positive contribution to local character and distinctiveness.*

- 5.37 Paragraph 198 asserts that when considering applications to remove or alter historic statue (whether listed or not), local planning authorities should consider the importance of their retention in situ, as well as the historic and social context.

Considering potential impacts

- 5.38 Paragraph 199 states that when considering the impact of a Proposed Development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- 5.39 According to paragraph 200, any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.
- 5.40 Paragraph 201 states that where a Proposed Development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, LPAs should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- a) the nature of the heritage asset prevents all reasonable uses of the Site; and*
 - b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
 - c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
 - d) the harm or loss is outweighed by the benefit of bringing the Site back into use.*
- 5.41 Following on from this, paragraph 202 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.
- 5.42 Paragraph 203 outlines that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
- 5.43 Paragraph 206 states that LPAs '*should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance.*' Importantly, proposals that '*preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.*'
- 5.44 Paragraph 207 sets out that '*not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance.*' The loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

National Design Guide

- 5.45 The National Design Guide was published on 1 October 2019 by the Ministry of Housing Communities and Local Government, and illustrates how well-designed places that are beautiful, enduring and successful can be achieved in practice.
- 5.46 The Guide, which is a material consideration, sets out that well-designed places have individual characteristics which work together to create its physical Character. The ten characteristics set out in Part 2 of the Guide are: context; identity; built form; movement; nature; public spaces; uses; homes and buildings; resources; and, lifespan.
- 5.47 As stated earlier, the NPPF cross-refers to the provisions of the National Design Guide with regard to encouraging well-designed places (paragraph 134 and footnote 52).

National Planning Practice Guidance

- 5.48 On 6 March 2014 the DCLG published the National Planning Practice Guidance ("NPPG") web-based guidance. In line with Section 38(6) of the Planning and Compulsory Purchase Act 2004 this guidance is a material consideration that should be taken into account during the determination of planning applications.

Tall Building Guidance

- 5.49 Guidance on dealing with proposals for tall buildings is set out within 'Tall Buildings: Historic England Advice Note 4' prepared by Historic England and published on 4 March 2022. This current advice note updates previous guidance by English Heritage and CABI, produced in 2015.
- 5.50 The purpose of HEAN 4 is to support Local Planning Authorities ("LPAs"), developers, communities and other stakeholders in dealing with tall buildings proposals within the legislative and planning framework relevant to the historic environment. It focuses on:
- *Plan-making and the importance of a plan-led approach to tall building development;*
 - *The information needed to support plan-making, and to assess and determine individual development proposals at application stage; and*
 - *How to identify appropriate locations for tall buildings and define design parameters in relation to the historic environment.*
- 5.51 **Chapter 6** will now present the justification for the development in light of the relevant local and national planning policies.

6. Planning Appraisal

6.1 Having introduced the site along with the Development Plan and other relevant material considerations it is prudent to outline in this chapter the suitability of the Proposed Development in planning terms. The following matters will be considered in turn:

- Principle of Development
- Heritage Impacts and Public Benefits
- Commitment to High Quality Design and Public Realm
- Tall Building Appraisal
- Impact on Amenity of Users and Neighbours
- Assessment of Transport Impacts
- Pre-Application Consultation
- Other Material Considerations

Principle of Development

- 6.2 The Site is located within Manchester City Centre, as defined by the City Centre Strategic Plan 2015-2018, and as such an office-led development in this location is in accordance with Core Strategy EC1, CC1 and C1. The principle of the Proposed Development is also in line with the objectives of Core Strategy Policies SO2, SP1, EC3 and CC1 which outline that the Regional Centre, which includes Manchester City Centre, will be the focus for economic and commercial development.
- 6.3 The Site also lies within the St Mary's Parsonage SRF area in which it is recognised as a 'Development Opportunity' within the 'King Street West Zone'. The SRF envisages this part of the City Centre to be "a commercially led mixed use neighbourhood" in the context of an "identified shortage of Grade A office floorspace in the City Centre". This is supported by the City Centre Strategic Plan.
- 6.4 The existing buildings on the Site are currently in office use and are currently let to seven tenants equating to an occupancy rate of 43%, despite active marketing (see **Appendix 1**). The retention and enhancement of the Site for employment purposes is in line with Core Strategy Policy EC2.
- 6.5 The Proposed Development will bring the Site back into full productive use, including the refurbishment of the Carriage Works and Warehouse at 3 Smithy Lane, to provide unique, high quality commercial office development with active uses at the ground floor; uses which are entirely appropriate within the City Centre.
- 6.6 The proposals are therefore consistent with Section 11 of the NPPF which also promotes the effective use of land; paragraph 117 states that strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that 'makes as much use as possible of previously developed or 'brownfield land'. Paragraph 118 goes on to state that planning decisions should encourage multiple benefits from urban land including through mixed-use schemes.
- 6.7 In summary; the Site is in a highly sustainable location, includes the full refurbishment of existing buildings, and the development has been designed to respond to local context, thus contributing to the ongoing regeneration St Mary's Parsonage SRF area, in line with the objectives of Core Strategy Policy CC10 and the Guide to Development SPD. In terms of the density proposal the scheme is in line with the aspirations of Policy CC6.

Heritage Impacts and Public Benefits

- 6.8 As set out in **Chapter 2** of this Statement the Site is occupied by a complex of buildings which are Grade II listed (31-33 King Street West, The Carriage Works and Warehouse at 3 Smithy Lane) and is also within the Parsonage Gardens Conservation Area.
- 6.9 A Heritage Statement has been prepared by Kevin Murphy Heritage and submitted in support of the application. The Statement appraises identified features of the historic built environment within the context of the Site, providing a description of their significance in order to understand the potential impact of the proposals.
- 6.10 The Statement is presented to accord with the requirements of the NPPF paragraph 128, to describe the significance of the heritage assets affected and the consequent potential impact of the Proposed Development.
- 6.11 The Statement outlines the following:
- The complex of buildings on the Site are Grade II Listed. The Site is also within Parsonage Gardens Conservation Area.
 - Whilst the whole site is Grade II listed, the buildings within the Site have different architectural and historic values.
 - The Carriage Works on Garden Lane and Warehouse at 3 Smithy Lane are rare survivors in the centre of Manchester and contain a number of features of historic and architectural interest including loading slot, timber sash windows and decorative main entrance and carriage gateway as retaining its internal structure of cast-iron columns supporting timber beams and joists.
 - The present Reedham House (31-33 King Street West) was developed out of a carriage manufacturers showroom first built in 1849, but was heavily altered in 1926 and largely re-constructed again after Second World War bomb damage.
 - Although historically part of the whole complex, in reality Reedham House was in separate occupation and activity by the late 1870s. The rebuilding of Reedham House in 1926 further confirmed this separation, with a total re-build behind a façade that was so heavily re-modelled it would appear to be an almost complete re-construction in a more classical style fashionable at that time.
 - The architectural treatment of Reedham House is polite but not of special interest in its own right. All of the ground floor shop fronts are modern and there are few features of historic interest remaining internally within Reedham House following the bomb damage and subsequent further alterations.
 - Considering the extent of overall change and the limited elements of quality remaining within Reedham House, it does not represent a rare surviving example of early commercial architecture.
 - Reedham House currently makes a neutral contribution to the wider Parsonage Gardens Conservation Area.
- 6.12 Pre-Application consultation was undertaken with Richard Broadhead at Historic England in August 2021 and written pre-application advice provided in September 2021. This concluded that the loss of Reedham House *“would therefore result in harm to the significance of the listed building and to the conservation area, which is identified to fall within the spectrum of less than substantial harm, covered by paragraph 202 of the NPPF.”*
- 6.13 In line with paragraph 202 of the NPPF, the public benefits of the Proposed Development are set out in turn overleaf and the viability of the proposals are also considered.

Heritage Benefits

- 6.14 The application proposals provide a unique opportunity to restore, revitalise and enhance the Carriage Works on Garden Lane and adjoining Warehouse on Smithy Lane, delivering a series of heritage benefits. These are detailed within the Design and Access Statement prepared by Jon Matthews Architects and the Heritage Statement prepared by KM Heritage and include the following:
- The complete restoration and repair of all elevations and roof with modern insertions (such as white plastic windows) replaced with new alternatives that complement the character and original features.
 - The reinstatement of the Garden Lane entrance to the Carriage Works with a connection through the historic courtyard to the main building reception.
 - The inner courtyard will be cleared of the existing clutter to expose its original features and architectural detail.
 - A new feature lift and glazed roof will be provided to the courtyard, enabling the space to be used as a wider extension of the reception space for building amenity.
 - The existing brickwork will be repointed where necessary.
 - Internally, all listed structures i.e. existing stairs will be retained and sensitively repaired. Modern wall linings will be removed and the original brickwork revealed and sensitively repaired where needed.
 - Modern ceilings will be removed to allow the existing floorboards and supporting structures to be revealed.
 - New lighting and services will be exposed and carefully threaded through the existing fabric.
- 6.15 In respect of the new build element of the scheme, the texture and relief in the proposed cladding nods to the ornate detailing and depth of the Carriage Works and Warehouse, with the colour of the cladding having been carefully selected to complement the red and earthy tones of these buildings.
- 6.16 The proposals seek to reunite the whole site, re-opening the courtyard as the centre of the complex, reactivating Garden Lane with the re-opening of the entrance on the northern side, and restoring the western elevation with the replacement of the existing ground floor extension which detracts from the overall listed building in its current form. The reunited complex will also then positively respond to the emerging improved public realm around the Site, with routes and views through to the Carriage Works and Warehouse being restored.
- 6.17 The Heritage Statement concludes that in line with paragraph 201 of the NPPF, the Proposed Development does not lead to '*substantial harm to or total loss of significance of a designated heritage asset*' and that the fundamental heritage significance and special interest of both the listed buildings and the Parsonage Gardens Conservation Area will remain legible and intact.
- 6.18 The Heritage Statement further concludes that the proposals have been developed with a full understanding of the historic nature of the site and combine the restoration, repair and enhancement of the most important elements of the listed building with the construction of a high quality new addition which will provide active frontage and uses to the ever-changing area and has been designed to provide a complementary backdrop to the surrounding buildings, including No.3 St Mary's Parsonage as well as the wider conservation area and townscape.
- 6.19 The proposals therefore accord with Core Strategy Policies CC9, EN3, Saved UDP Policies DC18.1e and 19.1d, and Section 16 of the NPPF.

Regeneration Benefits

- 6.20 The City Centre is the primary economic driver of the Greater Manchester region and is crucial to its economic success and therefore its regeneration is a key consideration.
- 6.21 The redevelopment of the Site for a high-quality commercial office development would bring about a range of benefits to Manchester's office market and to the local area, and contribute positively to the ongoing regeneration of this part of the City Centre.
- 6.22 As outlined in **Section 2**, the regeneration of this part of the City is to be guided by the St Mary's Parsonage SRF, which sets out that *"It will be a commercially led mixed use neighbourhood, anchored by high quality public space at its heart and a range of leisure and retail facilities to create a vibrant destination that compliments the wider City Centre."* Aligned with this vision, the SRF identifies that *"there is an identified shortage of Grade A office floorspace in the City Centre"*.
- 6.23 As is detailed within the Design and Access Statement, the Proposed Development will contribute positively to the overall vision for the regeneration of this part of the City, and further will meet the following specific key objectives for the application site as set out in the SRF:
- It will positively contribute towards the character and quality of the Parsonage Gardens Conservation Area;
 - Introduce a long term economically viable re-use of the site (see 'Scheme Viability' section below);
 - Activate Motor Square and the surrounding streets;
 - Support Manchester's Zero Carbon ambitions and delivering an exemplar of sustainable development (see 'Delivery of a Highly Sustainable Scheme' section);
 - Deliver opportunities and amenities that will benefit local people (See 'Socioeconomic' section);
 - Carefully consider the site's relationship with any existing sensitive uses, in terms of impact and amenity (see 'Impact on Amenity of Users and Neighbours' section).
- 6.24 The proposals therefore accord with the Sections 6 and 7 of the NPPF, Policies EC1, EC3, CC6 and CC7 of the Core Strategy, City Centre Strategic Plan for Manchester City and Parsonage Gardens SRF.

Contribution to Office Supply and Economic Benefits

- 6.25 The application proposes the development of 4,849 sqm (net) of new office floorspace (Planning Use Class E). The development will therefore make an important contribution to the pipeline of office floorspace within the City – this is a key priority for the country as illustrated by the NPPF and for Manchester, as set out within Core Strategy Policy SP1 which states that the City Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high-quality city living. The vision for the St Mary's Parsonage SRF area is also the creation of a commercially led mixed use neighbourhood.
- 6.26 A Socio-Economic Context and Impacts Report has been prepared by Ekosgen and is submitted as part of the application in relation to the Proposed Development. The Report draws the following conclusions:
- Manchester City Centre is central to the economic, employment and workforce growth which will transform the economic prospects of Greater Manchester.

- Recent and forecast employment growth and evidence of a growing of information, financial, professional, and administrative services businesses base in Manchester.
 - There is evidence of high demand for commercial space in the city centre and changing demands for workspace, including a greater focus on communal and amenity spaces, health and wellbeing and sustainability. The Proposed Development would help to meet this demand.
 - Construction would deliver a temporary economic uplift, supporting an estimated 250 construction job years, and a further 80 indirect and induced FTE jobs, equivalent to an average of 135 FTEs being supported for a period of 2.5 years.
 - The proposals would create GVA totalling £25m through the direct, indirect and induced impact of the construction phase.
 - The Proposed Development will make an important contribution to the local economy. Once fully occupied, the employment space could support 410 FTE jobs, generating a GVA contribution of £35.8m each year, wages of £13.1m and contribute £2.7m of national insurance and income tax to the public purse.
 - The scheme will delivery additional business rates of £6.6m every ten years.
 - The proposals will create a range of jobs, including highly skilled roles, graduate-relevant opportunities, and entry-level roles will be accommodated helping to drive economic growth and productivity in the city and support inclusive growth objectives.
- 6.27 As is set out in the Viability Note prepared by PAG (**Appendix 1** of this Report), whilst there is currently a good supply of new office developments within the City Centre which offer over 10,000 sq. ft floor plates, which also deliver good sustainability credentials which would appeal to “PLC” occupiers, there is a gap in the market for smaller occupiers who are also seeking the same sustainability credentials.
- 6.28 The application proposals would help meet this identified demand in offering greater flexibility on floor plates for occupiers whilst also enabling them to benefit from enhanced sustainability, and also the opportunity to move to different spaces within the building if their business was to grow.
- 6.29 The demand for new office space of this nature is becoming increasingly evident within the Manchester office market, and has been evident in Q1 and Q2 2022 office take up figures supplied by Manchester Office Agent Forum (“MOAF”) whereby the vast majority of the office deals are still being done in the 2,000-5,000 sq. ft. range. In line with this demand the scheme will deliver much needed smaller floor plates with the necessary sustainability credentials, positively contributing towards tenant options in the City Centre.
- 6.30 The Proposed Development is therefore wholly supportive of Core Strategy Policies EC1, CC1 and CC8, as well as Section 1 of the NPPF which states that *“planning should operate to encourage and not act as an impediment to sustainable growth. Therefore, significant weight should be placed on the need to support economic growth through the planning system.”*
- 6.31 The proposals will also respond positively to the requirements of Section 6 of the NPPF, in particular Paragraph 81 which states that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.

Socioeconomic Benefits

- 6.32 The application proposals will also deliver a number of socioeconomic benefits for the City, these are set out in turn overleaf. These are in line with Core Strategy Policy SO6 which supports significant further improvement of the City’s economic performance and for the

benefits of this growth to be spread across the City to reduce economic, environmental and social disparities. Further, this supports the vision of the St Mary's Parsonage SRF in creating a *"place where people live, work, relax and socialise"*.

Creation of Improved Publicly Accessible Spaces

- 6.33 From a public realm perspective, the Proposed Development will benefit the local community through the provision of ground floor commercial uses within the proposed unit fronting St Mary's Parsonage and also improved permeability around the Site with the provision of new public realm at Garden Lane and Smithy Lane, as well as improved frontage to St Mary's Parsonage and King Street West / Motor Square. These spaces will be publicly accessible and will strengthen the gateway location and draw in visitors to the wider SRF area.
- 6.34 In this respect, the application proposals are in line with Core Strategy Policy CC10 in developing places which promote diversity of activity within the City Centre and a high standard of accessibility, along with CS Policy EN1 which supports the creation of meaningful spaces and the improvement of permeability.

Commitment to Local Employment

- 6.35 PAG are committed to maximise the recruitment of local residents in respect of the Proposed Development and a Local Labour Agreement is submitted as part of the application. This outlines that they will engage voluntarily with MCC's Work and Skills Team to maximise the recruitment of local residents in construction and related jobs. If possible, this will extend to end use job opportunities, and PAG will consider links with schools, employment support organisations and community groups to offer careers information, skills development, work experience or other activities to be agreed.
- 6.36 This is supportive of Core Strategy Policies SO2 and EC1 which seeks to promote employment and economic growth in Manchester, with a focus on new employment uses within the Regional Centre.

Delivery of a Highly Sustainable Scheme

- 6.37 As set out above, the Proposed Development will deliver an exemplar scheme in sustainability terms which meets the current demands for new office space with green credentials evident in the Manchester market.
- 6.38 An Energy and Environmental Standards Statement have been prepared by Crookes Walker and is submitted in support of the application. This sets out that the energy strategy for the Proposed Development follows the principles of the Energy Hierarchy, in such that it includes enhanced fabric parameters to limit heat losses, maximised glazing ratios to provide natural lighting, electrification of the systems and renewable technologies to offset some outstanding energy consumption.
- 6.39 The Strategy outlines the proportion of the Proposed Development's energy demand which is to be provided by each technology included within the scheme design as follows:
- Photovoltaics - 35.34%
 - Heating - 8.46%
 - Domestic Hot Water - 3.29%
 - **Total - 47.1%**
- 6.40 This results in the following:
- A Building Emission Rate of 2.09 kgCO₂/m²/year (against a target of 3.44 kgCO₂/m²/year).

- A Building Primary Energy Rate of 22.47 kWh/m²/year (against a target of 36.73 kWh/m²/year).
 - Compliance with Part L 2021.
 - An Energy Performance Certificate (“EPC”) Target A rating of A15.
- 6.41 The proposals will therefore accord with Core Strategy Policies EN4, EN5, EN6, EN8 and SO1, SO6 as well as Section 14 of the NPPF, and the Guide to Development in Manchester SPD.

Scheme Viability

- 6.42 The viability of the application proposals has been a key consideration as the scheme design was developed. A Viability Note has been prepared by PAG and is in **Appendix 1** of this Statement.
- 6.43 As is set out in the Note, the existing office accommodation on the Site is badly dilapidated with a sub-standard specification and has proven very challenging to let on the open market. As such the building occupancy rate is c. 43%, against a typical occupancy rate of 90% for a well-performing premises, despite a number of incentives for potential occupiers being offered.
- 6.44 The refurbishment of the existing office accommodation to a standard required by the current office market was considered by PAG and a viability appraisal for these works is within **Appendix 1** and was identified to be unviable. Notwithstanding the viability position, based upon comparable refurbishments within the City Centre it is considered that even if the existing building was to be refurbished there are still likely to be challenges in letting the space with occupiers seeking high specification spaces with good sustainability credentials.
- 6.45 In this context, Jon Matthews Architects were appointed to develop design proposals for the Site to produce an appropriate level of return and also allow for the sympathetic and full refurbishment the Carriage Works. The different options considered as part of this process are detailed within the Design and Access Statement and included the following:
- Option A - Full refurbishment of Carriage Works and Warehouse, façade retention of 31-33 King Street West (Reedham House) and new office building (point and linear blocks);
 - Option B - Full refurbishment of Carriage Works and Warehouse and new office building (GF+13 storeys) following demolition of 31-33 King Street West; and,
 - Option C - Full refurbishment of Carriage Works and Warehouse and new office building (GF+17 storeys) following demolition of 31-33 King Street West.
- 6.46 The design team were also instructed with delivering a scheme with the necessary sustainability credentials required of the current office market.
- 6.47 Following detailed consideration, Option A was discounted for the following reasons:
- The positioning of the existing window openings do not align with the heights of the proposed floors which would be built to meet current market norms;
 - Spandrel panels would therefore be required to hide the location of the floors, resulting in a darker floorplate, space which was more difficult to let and also reduced rent for those suites.
 - More complex construction works resulting in a higher construction cost.

- 6.48 It was concluded that a scheme which included the façade retention of 31-33 would not be able to deliver the quality of office accommodation required by the current market and was therefore unviable.
- 6.49 Further development Options B and C were then considered. These included two different building height options for the new build element of the scheme.
- 6.50 The appraisal for Option B is within **Appendix 1**. This demonstrates that a building of 14 storeys on the Site would deliver the quantum of floorspace required to enable the proposed refurbishment works to the Carriage Works, whilst also delivering the minimum return required. On this basis Option C was discounted.
- 6.51 It was therefore concluded that the Proposed Development (i.e. Option B) was the optimum scheme to pursue in that it would be able to deliver the heritage, regeneration, economic and socioeconomic benefits which are set out above, and therefore safeguard the long-term sustainable use of the Site.

Conclusion

- 6.52 The Proposed Development will deliver a wide range of public benefits through the proposed refurbishment of the Carriage Works and Warehouse on Garden Lane / Smithy Lane which is at the heart of the submitted scheme. As set out above, these include heritage benefits, regeneration benefits, contribution to office supply and economic benefits, as well as socioeconomic benefits.
- 6.53 The benefits delivered by the proposals align with Core Strategy Policies SO1, SO2, SO6, EC1, EC3, CC1, CC6, CC7, CC8, CC9, CC10, EN4, EN5, EN6 and EN8, Saved UDP Policies DC18.1e and DC19.1d, the St Mary's Parsonage SRF, City Centre Strategic Plan and Section 16 of the NPPF.
- 6.54 These benefits, along with securing the long-term sustainable use of the site, are able to be viability delivered through the development of a 14-storey building following the demolition of 31-33 King Street West (Reedham House).
- 6.55 The Heritage Statement concludes in respect of paragraph 202 of the NPPF that whilst it is possible that a small element of less than substantial harm might be caused by the proposal through the juxtaposition of scale and the loss of an element of the complex, this is mitigated by the positive enhancement and restoration of the remaining, more significant, Carriage Works and Warehouse, the better revealing of these buildings in the wider townscape, particularly from St Mary's Parsonage, Garden Lane and Dunlop Street and the design quality of the new building which has been carefully articulated – including tonality – to ensure that it allows the listed buildings in the still be fully appreciated.
- 6.56 It is therefore considered that the proposals accord with paragraph 202 of the NPPF in that any less than substantial harm resulting from the proposals is outweighed by the public benefits to be delivered.

Commitment to High Quality Design and Public Realm

- 6.57 The proposals have been designed to deliver a high-quality development in a prominent location within the St Mary's Parsonage SRF area.
- 6.58 In designing the Proposed Development, regard has been had to the context and character of the Site and its surroundings. The surrounding area is characterised by a mix of buildings, some of which are historic. With this in mind, the proposals will recognise and add to the diversity of building types which exist within the locale.
- 6.59 Detailed consideration has been given to the scale and massing of the Proposed Development, including the historic and townscape impact, and the contribution that the

existing Carriage Works and Warehouse on Garden Lane and Smithy Lane make to the character of the Parsonage Gardens Conservation Area.

- 6.60 As is set out with the Design and Access Statement prepared by Jon Matthews Architects the starting point of the design development was the refurbishment of the Carriage Works and Warehouse and ensuring that the works to these buildings were of the highest quality, as well as the successful integration of these existing buildings with any new build elements.
- 6.61 The reinstatement of the entrance from Garden Lane and enhancement of the courtyard was central to this, and enabled creation of a scheme which contributed positively to all surrounding streets, with a connection to the ground floor reception and entrances for pedestrians / cyclists from Garden Lane and Smithy Lane. This was then developed further through the inclusion of a new feature lift to upper floors.
- 6.62 It was from this basis that the new build elements of the proposals were then developed. The key elements of the design of the new build office element of the scheme are as follows:
- The building is arranged in a clear classical order, with a bottom, middle and top.
 - The base is articulated through a colonnade of circular textured columns which ground the building, with inset glazing to create active frontages along the street frontage.
 - The glazing line of the building is set back to respond to the direction of travel to Trinity Bridge.
 - The main body of the new build facade is clad in an anodised aluminium rainscreen cladding which have extruded fins to create a depth in the facade.
 - The 10th floor has an external terrace, with a series of feature columns which break up the building massing and assist with creating an order to the building form. A further pavilion and terrace is provided at roof level.
 - The colour green of the new build element has been chosen to complement the existing reddish/brown brickwork at the retained Carriage Works and Warehouse.
 - The concrete lintel to the base of the new build element will have an aggregate mix and tone which sets off the existing brickwork, with feature circular columns clad in anodised metal with an embossed pattern to tie-in with stonework to the existing Warehouse building on Smithy Lane.
- 6.63 Alongside the building proposals, the application will also deliver improvements to the surrounding public realm along King Street West fronting Motor Square, St Mary's Parsonage and an aspirational scheme on Garden Lane, Smithy Lane and Dunlop Street. These works are fully detailed in the Design and Access Statement and Landscape Plans prepared by Planit.
- 6.64 In accordance with the Guide to Development SPD the proposals are considered to be at an appropriate height within a City Centre context and of an excellent design quality in accordance with Core Strategy Policies EN1 and EN2.
- 6.65 Sufficient provision has also been made with regard to refuse storage and collection arrangements. Further details are provided within the Design & Access Statement prepared by Jon Matthews Architects.
- 6.66 The Heritage Assessment prepared by Kevin Murphy Heritage concludes that the Proposed Development contributes positively to Motor Square, providing a landmark high quality building that relates appropriately to the scale.

- 6.67 The design of the building has been developed with an inclusive approach to allow easy, safe and secure access to all areas of the building for disabled occupants and visitors.
- 6.68 The proposals therefore accord with the Sections 12 and 16 of the NPPF, Core Strategy Policies EN1, EN2, EN19, CC9, Guide to Development SPD and the National Design Guide.

Tall Building Appraisal

- 6.69 A Tall Building Appraisal is included within the Design and Access Statement prepared by Jon Matthews Architects in accordance with Core Strategy Policy EN2 and the "Tall Buildings: Historic England Advice Note 4".
- 6.70 As set out previously, the Proposed Development is of an excellent design quality, and has been developed within input from an experienced consultant team and in consultation with MCC Planning Officers.
- 6.71 The tallest element of the scheme, which is ground plus 13 storeys in height, is positioned fronting onto King Street West and Motor Square. As set out previously and within the Design and Access Statement, this is considered to be appropriate within the approved and emerging City Centre context.
- 6.72 A Heritage Assessment has been undertaken by Kevin Murphy Heritage and is submitted in support of the application. This includes a Townscape and Visual Impact Assessment, which considers the impact of the Proposed Development in the context of 9 key viewpoints, which have been chosen following an analysis of the baseline conditions. The Assessment concludes that the Proposed Development will make a positive contribution upon the historic building environment, providing a landmark high quality building that relates appropriately to the scale to Motor Square.
- 6.73 An Energy and Environmental Standards Statement ("ESS") has been prepared by Crookes Walker and provides a detailed assessment of the physical, social, economic and other environmental effects of the Proposed Development and considers the proposals in relation to sustainability objectives of the Core Strategy. The ESS, alongside the Energy Statement also prepared by Crookes Walker, sets out that the measures that could be incorporated across the lifestyle of the development will ensure high levels of performance and long-term viability.
- 6.74 A Sunlight and Daylight Assessment has been prepared by Gray Scanlan Hill which assesses the impact of the proposals on receptors immediately adjacent to the Site, including the neighbouring residential apartments. As is set out below, this concludes that given the urban nature of the Site and the existing built environment context it is considered that the impacts upon the surrounding residential properties are reasonable.
- 6.75 A Wind Microclimate report has been undertaken by RWDI to assess the potential impact of the Proposed Development on pedestrian level wind conditions in and around the Site. The report concludes that with the introduction of the Proposed Development, wind conditions are acceptable, both in terms of pedestrian comfort and safety, for the intended use.
- 6.76 A TV Reception Survey has been undertaken by Gtech Surveys Limited which considers the potential effects on the local reception of television and radio broadcast services.
- 6.77 The design has therefore evolved as a response to the specific Site context and responds to the specific characteristics of the Site and its surroundings whilst maximising the regeneration potential of the Site.
- 6.78 The proposals therefore accord with the Sections 12 and 16 of the NPPF, the Historic England Tall Buildings Advice Note, Core Strategy Policy EN2 and the Guide to Development SPD.

Impact on Amenity of Users and Neighbours

- 6.79 In line with Core Strategy Policy DM1, a Sunlight and Daylight Assessment, Noise Assessment and Air Quality Assessment have been undertaken in order to understand the impact the Proposed Development will have on the amenity of users of the development itself as well as neighbouring properties, residents and businesses.

Sunlight and Daylight

- 6.80 A Sunlight and Daylight Assessment has been prepared by Gray Scanlan Hill which assesses the impact of the proposals on receptors immediately adjacent to the Site.
- 6.81 The Assessment is undertaken on the basis of Guidance of the loss of light to existing buildings following the construction of new development contained within the Building Establishment Guidelines ("BRE") 'Site layout planning for daylight and sunlight: a guide to good practice' (Second Edition, October 2011). This report is widely used by Local Authorities to help determine planning applications.
- 6.82 It should be acknowledged that the BRE Guidance and the daylight and sunlight targets contained therein are, however, primarily designed for use in low density suburban environments and should therefore be applied flexibly in urban or built-up City Centre environments, an environment that Manchester City Council acknowledge by way of Policy CC6 will be a high-density environment.
- 6.83 The Assessment identifies that the key receptors around the Site as follows:
- 65 Bridge Street
 - Motor Square
- 6.84 In respect of the residential property at 65 Bridge Street, it is concluded that the Proposed Development will have an impact on daylight amenity that is considered to be appropriate and balanced, given the City Centre location of the Site and the mixed density of buildings in the immediate vicinity of the Site, and that any reduction in daylight is unlikely to be noticed by occupants.
- 6.85 The Assessment also considers the impact upon sunlight to 65 Bridge Street and concludes that the property does not currently receive direct sunlight, and therefore the Proposed Development will have no influence on the sunlight amenity.
- 6.86 It is also identified that the Proposed Development will have impact upon the sunlight currently received within Motor Square.
- 6.87 It is concluded by Gray Scanlan Hill that the daylight and sunlight impact of the Proposed Development is acceptable and given the existing built environment context it is considered that the impacts upon the surrounding residential properties and public square are reasonable. It is therefore considered that the proposals accord with Core Strategy Policy DM1 and the Guide to Development SPD.

Noise and Vibration

- 6.88 Paragraph 174 of the NPPF states that planning decisions should avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development and states that proposals should seek to mitigate any adverse impacts arising from noise.
- 6.89 This is further supported by guidance within the NPPG which outlines details for the assessment of any potential noise impact and clarifies that the NPPF picks up on the objectives of the Defra Noise Policy Statement for England (2010).

- 6.90 Accordingly, a Noise Impact Assessment has been prepared by Sandy Brown and is submitted in support of the application.
- 6.91 The Assessment concludes that the Proposed Development will have no significant effect in terms of construction noise, building plant and traffic noise, as well as the appropriate use of the roof terrace space. Furthermore, the design of the development, including the proposed façade and glazing treatment, has been developed to ensure compliance with MCC's requirements for office development.
- 6.92 The Proposed Development is therefore in accordance with Core Strategy Policy DM1, Saved UDP Policy DC26, as well as Paragraph 170 of the NPPF.

Air Quality

- 6.93 An Air Quality Assessment has been prepared by Redmore Environmental to support the application proposals. This is in line with the requirements of the NPPF which states, at Paragraph 186: *'Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones'*.
- 6.94 The Assessment demonstrates that that the Proposed Development will not be exposed to unacceptable levels of air pollution, and will not lead to any increase in air pollution.
- 6.95 The assessment demonstrates that the Proposed Development will not lead to an unacceptable risk from air pollution, or to any breach in national objectives. It is outlined that there are no material reasons in relation to air quality as to why the scheme should not proceed, subject to appropriate planning conditions relating to appropriate mitigation during demolition and construction works.
- 6.96 It is considered that the development proposals adhere to Core Strategy Policy EN16 and Paragraph 186 of the NPPF.

Assessment of Transport Impacts

- 6.97 A Transport Statement and Framework Travel Plan has been prepared by Focus Transport Planning to support the planning application.
- 6.98 The Transport Statement outlines that the development is in a highly sustainable location and is easily accessible by non-car modes which will help to encourage travel to and from the Site using sustainable transport modes. It also sets out the proposed servicing arrangements for both the office space and the ground floor commercial unit.
- 6.99 There will be 96 no. secure cycle spaces provided within the ground floor of the development, which is in excess of the guidance set out by MCC within the Core Strategy, along with shower and changing facilities and lockers.
- 6.100 The Framework Travel Plan sets out the potential measures that would be implemented to affect a modal choice and a management strategy for producing a Full Travel Plan in the future. A number of sustainable travel initiatives are proposed to encourage the use of sustainable transport modes in places of car travel to access the development.
- 6.101 It is concluded that the Proposed Development will not have any significant adverse impacts in relation to transport and that it is acceptable in transport terms.
- 6.102 A Construction Management Plan will be developed and agreed with MCC prior to construction commencing to identify measures to mitigate impacts associated with construction traffic on the local and strategic transport networks.

- 6.103 The proposals are considered to be in accordance with all relevant local and national transport planning policy, including Core Strategy Policies CC5, T1 and T2 and Section 9 of the NPPF.

Pre-Application Consultation

- 6.104 As outlined in Statement of Consultation prepared by Counter Context, and submitted in support of the application, the Applicant has undertaken extensive positive pre-application consultation in line with the adopted Statement of Community Involvement ("SCI"), adopted in June 2018, and the NPPF in respect of the application proposals with Deansgate Ward Councillors, local residents and businesses and other interested parties, including Places Matter.

Other Material Considerations

Ecology

- 6.105 An Extended Phase 1 Habitat Survey and Building Inspection for Bats and Bat Activity Surveys has been undertaken by Penny Anderson Associates ("PAA") and is submitted in support of the application.
- 6.106 The Survey identified that the habitat within the site is of low to negligible suitability for black redstart as it is surrounded by a busy road network, lacking in stony ground and complex structures. It was concluded that black redstart is likely absent from the site. There are no further recommendations in respect of black redstarts.
- 6.107 The Survey also outlined that no active bird nests were observed. However, it is likely that some of the commoner urban bird species could nest on the structure. It is recommended that should works occur outside of the key nesting period of March to August, then a suitably experienced and qualified Ecologist should undertake an inspection of the building no more than 48 hours prior to works starting, to confirm the absence of active nests.
- 6.108 The Survey also identified that the habitats within the site were of Low value for foraging and commuting bats. Notwithstanding, bat activity surveys confirmed that the Carriage Works and Warehouse on 3 Smithy Lane is currently being used by a small number of common pipistrelle bats, with two separate summer day roosts being confirmed from the surveys.
- 6.109 It was therefore concluded that a licence would be required to undertake any works that impact upon the bats and their roosts at this Site.
- 6.110 A Biodiversity Net Gain Assessment has also been undertaken by PAA in respect of the application proposals. This identifies that the Site is currently of limited ecological value and development presents an opportunity to increase biodiversity, with the Site not being considered to be of strategic importance for Biodiversity comprising principally hardstanding or existing buildings.
- 6.111 The Assessment identifies that the proposed rain garden within the landscaping proposals allows for a variety of pollinator-friendly plant species including grasses and herbaceous species, and with no non-native invasive plant species being likely to occur/invade are considered to be classed as achieving moderate condition once established.
- 6.112 The proposed urban trees are all non-native species and will likely remain as fairly constrained in growth form and unlikely to develop features suitable for use by wildlife such as roosting bats, due to their urban location.
- 6.113 The Assessment concludes that the proposed landscaping scheme will deliver +0.22 biodiversity units, leading to a very large percentage increase (much greater than +100%) due

to the very small amount of habitat currently present on site. Overall, the scheme therefore delivers a substantial measurable Biodiversity Net Gain.

- 6.114 In line with these findings the proposals accord with Core Strategy Policy DM1 and Policy EN15. The scheme is also consistent with the paragraphs set out in Section 15 of the NPPF, Conserving and enhancing the natural environment.

Crime and Security

- 6.115 A Crime Impact Statement ("CIS") has been prepared for the Proposed Development by Greater Manchester Police ("GMP") and is submitted in support of the planning application. The CIS concludes that the proposals are appropriate in terms of minimising opportunities for criminal activity, but makes a number of recommendations to be considered as the detailed design of the Proposed Development is progressed. The design team will continue to work with officers from GMP through the detailed design process.
- 6.116 The proposals will therefore meet the requirements of Core Strategy Policy DM1, the Guide to Development SPD and paragraph 130 of the NPPF which states that developments should create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.

Flood Risk and Drainage

- 6.117 The Site lies within Flood Zone 1 and as such is at low risk of flooding from rivers or the sea. The site is also less than one hectare and therefore falls below the threshold for the requirements of the Flood Risk Assessment. Notwithstanding this, a Flood Risk Assessment has been prepared by WSP, along with an Outline Drainage Strategy.
- 6.118 The Site is considered to have a very low risk of flooding from surface water and is not considered to be at risk of flooding from reservoirs.
- 6.119 It is outlined that the hierarchy of drainage options has been considered in line with local and national policy and it is likely not to be feasible to dispose of surface water to soakaways. WSP have undertaken pre-application consultation with United Utilities who have recognised that the Site is not located in proximity to a watercourse, surface water or highway drain and will therefore consider a connection to the public combined sewer in Garden Lane, north of the Site, to retain the site's existing method of disposal.
- 6.120 The provision of Sustainable Drainage Systems ("SUDS") has been considered and surface water runoff generated from the buildings will be drained to a reinforced concrete tank located in the basement. Discharge from the tank will be pumped to ultimately connect to the existing public combined sewer.
- 6.121 In respect to foul water, United Utilities have confirmed that foul drainage from the Proposed Development can be discharged to the public sewer in Garden Lane at an unrestricted discharge rate.
- 6.122 The proposals are therefore consistent with Core Strategy Policies EN14, EN17 and NPPF, Section 14, Meeting the challenge of climate change, flooding and coastal change.

Ground Investigation

- 6.123 In terms of ground conditions and pollution the NPPF states in paragraph 183 that planning policies and decisions should ensure that a '*site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination*'.
- 6.124 Accordingly a Phase 1 Environmental Desk Study has been prepared by e3p and is submitted in support of the application.

- 6.125 The Report sets out that the Site is suitable for redevelopment and sets out a number of recommendations which have been considered during the design process and will continue to inform the development process. This includes undertaking a fully intrusive Phase Two site investigation and contamination assessment.
- 6.126 On the basis of these findings it is considered that the proposals accord with Core Strategy Policy EN18 and Paragraph 183 of the NPPF, and the NPPG.

Archaeology Assessment

- 6.127 A Desk Based Archaeological Assessment, prepared by University of Salford Archaeology, is submitted in support of the application.
- 6.128 The Assessment concludes that the development of the Site from the mid-eighteenth century likely removed any remains associated with the prehistoric, Roman, medieval and post-medieval periods. The assessment identifies that there is potential for the remains of workers' housing, other eighteenth-century commercial or industrial buildings and nineteenth century commercial and industrial properties to survive within the Site. If present, these remains would be of local significance.
- 6.129 It is therefore recommended that archaeological investigation via a programme of archaeological evaluation trenching is undertaken in due course to establish the presence or absence of buried archaeological remains and, if present, their extent and significance. It is also recommended that an archaeological building survey be undertaken of the former carriage showroom (Reedham House) prior to any demolition works.
- 6.130 It is therefore considered that the proposals accord with Core Strategy Policy EN3 and Section 16 of the NPPF.
- 6.131 **Chapter 7** will now outline the key conclusions.

7. Summary and Conclusions

- 7.1 In summary, it is considered that the Proposed Development complies with the relevant local and national planning policies and will make a positive contribution to regeneration in Manchester City Centre. Planning permission should therefore be granted for the following reasons:
- The Proposed Development seeks to promote a unique, high quality office-led development which will deliver a wide range of public benefits through the proposed refurbishment of the Carriage Works and Warehouse on Garden Lane / Smithy Lane, which is at the heart of the submitted scheme. These include heritage benefits, regeneration benefits, contribution to office supply and economic benefits, as well as socioeconomic benefits.
 - These benefits, along with securing the long-term sustainable use of the site, are able to be viability delivered through the development of a 14-storey building following the demolition of 31-33 King Street West.
 - The scheme is of exceptional design quality which has been developed through consultation with MCC Planning and Highways officers, Places Matter! and other key stakeholders including Deansgate Ward Councillors and local residents and businesses.
 - The application proposals align with the City Council's aspirations of the Site as outlined within the St Mary's Parsonage Strategy Regeneration Framework, as well as the City Centre Strategic Plan, and will contribute positively to the objectives of the Development Plan.
 - The application is supported by a comprehensive suite of technical documents which outline compliance with relevant Core Strategy and Saved UDP Policies, as well as relevant sections of the NPPF.
- 7.2 In planning policy terms, the proposals will wholly accord with the Development Plan as required by Section 38(6) of the Planning and Compulsory Purchase Act 2004. They will also align positively with other material considerations which include Manchester City Centre Strategic Plan 2015-2018, Historic England's Tall Building Advice Note 4, National Design Guide and National Planning Practice Guidance.
- 7.3 Therefore, turning to paragraph 11 of the NPPF, it is evident that the Proposed Development accords with an up-to-date development plan and other relevant material considerations; clause 11(c) is therefore engaged and the Proposed Development should be approved without delay.

Appendix 1: Economic Viability Note

27-33 King Street West and The Carriage Works

Economic Viability Note

Property Alliance Group (PAG) acquired the complex of buildings including 27-33 King Street West (including Reedham House) and the former Carriage Works and Warehouse on Garden Lane in 2019.

The building is currently let to seven tenants occupying 14,570 sq. ft. of the total available space of 34,628 sq.ft, this equates to a occupancy rate of 43%. Since acquiring the building PAG have been receiving a rent of between £0 to 11/sq.ft.

PAG initially instructed Edwards & Co as agents and then later instructed CBRE as joint agents. The occupancy rate has roughly stayed the same since PAG acquired the building. A typical occupancy level of a well performing office would be 90%. Despite marketing campaigns and events at the building with other office agents the take up in space has always been slow.

To try and incentivise occupiers to come the building PAG have offered the following;

- No dilapidations
- Short term leases
- Lower than market rents
- A very cost effective product compared to other city centre offerings

The existing space is badly dilapidated (photographs of this are included in **Appendix D**) with sub-standard specification and has proven impossible to let on the open market without significant investment. Some of the issues with the existing accommodation include;

- Different floor heights from the left to right hand side of the building when looking at it from King Street and then also different floor heights to rear or Carriage works. This means that we can't have one open floor plate which is a requirement of most tenants
- The building is subdivided and is heavily cellularised
- The core and stair layout are awkward and constructed to meet the varying floor heights
- The floor plate is narrow from the front to the back isn't very deep
- The basement has considerable damp issues and low ceilings
- The office accommodation is tired and in need of refurbishment throughout
- Low floor to ceiling heights on certain floors
- Windows don't align with the floors
- No amenity space
- EPC rating of E, significant investment is needed to comply with the 2025 energy rating changes

As such, PAG has considered the options for the future of the site including the refurbishment of existing buildings and redevelopment options. These are set out in turn below.

Refurbishment of Existing Buildings

PAG first considered refurbishing the existing buildings. PAG applied a refurbishment cost of £60/sq.ft to refurbish the office space and bring it up to current CAT A standard, and then also carry out some repairs to the façade.

Within the appraisal PAG also allowed for creating a new reception instead of one of the retail units.

PAG consulted with the office agents and applied a market rent for the refurbished space. The appraisal for this option is contained in **Appendix A**.

This showed a loss of over £3.6million or negative Profit on Cost of -31.74%. This option was therefore considered non viable.

In terms of comparables, similar space to this has recently been created at Norfolk House, Norfolk Street in the City Centre. This building has struggled to let despite the recent refurbishment and rents set at 10% below the market norm. Generally, the take-up in the City has been for better quality space, or new space with occupiers generally taking less space but higher specification or a 'flight to quality'. PAG used the same quoting rent as Norfolk House despite this building struggling to let.

Several occupiers are now also looking for 'green' space which has met NABERS, LETI or similar requirements, a refurbishment of the building would not meet these requirements.

PAG and our agents believe the existing buildings on site would struggle to let in its current guise even if it was refurbished.

Partial Redevelopment of Site

Once the refurbishment option was discounted, as it wasn't a viable option, PAG employed Jon Matthews Architects and KM Heritage as Heritage Consultants to prepare a scheme that would produce an appropriate level of return and also allow for the sympathetic and full refurbishment the Carriage Works warrant. The different options considered as part of this process are detailed within the Design and Access Statement prepared by Jon Matthews Architects, and included the following:

- Option A - Full refurbishment of Carriage Works and Warehouse, façade retention of 31-33 King Street West (Reedham House) and new office building (point and linear blocks)
- Option B - Full refurbishment of Carriage Works and Warehouse and new office building (GF+13 storeys) following demolition of 31-33 King Street West
- Option C - Full refurbishment of Carriage Works and Warehouse and new office building (GF+17 storeys) following demolition of 31-33 King Street West

Within all options considered PAG allowed for the full refurbishment of the Carriage Works, both internally and externally. This would allow the Carriage Works to be returned to a very high specification and highlighting its architectural and listed merits.

The design team were also instructed with making the building capable of achieving NABERS 5 as PAG believe that the market has now shifted to occupiers wanting buildings of this nature.

Option A

Retaining the Reedham House facade on the front of the building on King Street West was considered thoroughly but the position of the existing window opening did not align with the heights of the proposed floors which would be built to meet current market norms. If the façade was retained and spandrel panels used to hide the location of the floors it would lead to a darker floorplate in this area which would make the space more difficult to let compared to other floors in the building and would reduce the rent on those particular suites. Retaining the façade would also lead to higher construction cost and would take far longer to build around it especially when constructing the new basement beneath it.

Options B & C

Two different heights were considered before the final height of ground plus 13 storeys was selected as the preferred option.

The appraisal for Option B is contained in **Appendix B**. This appraisal shows a Profit on Cost of 15% which is the minimum return needed to finance a scheme from the lenders due to the risks involved on such schemes. PAG used a market rent which is higher than the predicted rents for the pipeline of office space in city centre, a document showing these rents is included in **Appendix C**.

The GF+13 options delivers this amount of required floorspace to be able to achieve the refurb works to the Carriage Works.

The CBRE New Build Pipeline in **Appendix C** shows that the vast majority of new schemes being developed in the city centre are large floorplate schemes of over 10,000sq.ft. We believe that Reedham House will meet the requirement of tenants wanting smaller floor plates. Smaller floor plates will be in greater demand due to the change in working practices in post covid times. We also believe that the scheme will be one of the smallest floor plates offering green credentials.

Summary and Conclusion

The refurbishment of the existing building is not viable.

The Ground and 13 storey scheme height is necessary to allow for the refurbishment of the Carriage Works.

The demolition of the listed façade at the front of the building is necessary to allow a new efficient floorplate and layout to be built.

The scheme PAG are submitting for planning is the optimum solution for the site which will allow a full refurbishment of the Carriage Works and allow the building to be returned to a high standard.

Appendix A – Refurbishment Appraisal

APPRAISAL SUMMARY

ARGUS SOFTWARE

Reedham House- Refurbishment of existing

Appraisal Summary for Phase 1

Currency in £

REVENUE

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV
Ground Floor Retail 1	1	955	20.00	19,100	19,100	19,100
New Reception	1	1,662		0	0	
Ground Floor Retail 3	1	1,736	25.00	43,400	43,400	43,400
Upper Ground Floor Suite	1	2,518	15.00	37,770	37,770	37,770
Ground Floor Office (carriage works)	1	1,755	18.50	32,468	32,468	32,468
1st Floor Office (carriage works)	1	4,285	22.50	96,413	96,413	96,413
1st Floor Front Office	1	4,382	22.50	98,595	98,595	98,595
2nd Floor Office (carriage works)	1	4,285	22.50	96,413	96,413	96,413
2nd Floor Front Office	1	4,382	22.50	98,595	98,595	98,595
3rd Floor Office (carriage works)	1	4,285	22.50	96,413	96,413	96,413
Basement	1	4,290	5.00	21,450	21,450	21,450
Totals	11	34,535			640,615	640,615

Investment Valuation

Ground Floor Retail 1						
Current Rent	19,100	YP @	7.5000%	13.3333	254,667	
Ground Floor Retail 3						
Market Rent	43,400	YP @	7.5000%	13.3333		
(3mths Unexpired Rent Free)		PV 3mths @	7.5000%	0.9821	568,298	
Upper Ground Floor Suite						
Market Rent	37,770	YP @	7.5000%	13.3333		
(8mths Unexpired Rent Free)		PV 8mths @	7.5000%	0.9529	479,896	
Ground Floor Office (carriage works)						
Current Rent	32,468	YP @	7.5000%	13.3333	432,900	
1st Floor Office (carriage works)						
Market Rent	96,413	YP @	7.5000%	13.3333		
(8mths Unexpired Rent Free)		PV 8mths @	7.5000%	0.9529	1,224,992	
1st Floor Front Office						
Market Rent	98,595	YP @	7.5000%	13.3333		
(3mths Unexpired Rent Free)		PV 3mths @	7.5000%	0.9821	1,291,045	
2nd Floor Office (carriage works)						
Market Rent	96,413	YP @	7.5000%	13.3333		
(8mths Unexpired Rent Free)		PV 8mths @	7.5000%	0.9529	1,224,992	
2nd Floor Front Office						
Current Rent	98,595	YP @	7.5000%	13.3333	1,314,600	
3rd Floor Office (carriage works)						
Market Rent	96,413	YP @	7.5000%	13.3333		
(3mths Unexpired Rent Free)		PV 3mths @	7.5000%	0.9821	1,262,467	
Basement						
Current Rent	21,450	YP @	7.5000%	13.3333	286,000	
Total Investment Valuation					8,339,856	

GROSS DEVELOPMENT VALUE **8,339,856**

Purchaser's Costs	(557,102)
Effective Purchaser's Costs Rate	6.68%
	(557,102)

NET DEVELOPMENT VALUE **7,782,754**

Income from Tenants 9,550

NET REALISATION **7,792,304**

OUTLAY

ACQUISITION COSTS

Fixed Price	7,500,000	
Fixed Price		7,500,000
		7,500,000
Stamp Duty	4.80%	360,000

APPRAISAL SUMMARY**ARGUS SOFTWARE****Reedham House- Refurbishment of existing**

Agent Fee	1.00%	75,000	
Legal Fee	0.50%	37,500	
			472,500

CONSTRUCTION COSTS

Construction	ft²	Build Rate	ft²	Cost	
Ground Floor Retail 1	1,124	60.00		67,412	
New Reception	1,955	150.00		293,294	
Ground Floor Retail 3	1,736	60.00		104,160	
Upper Ground Floor Suite	2,962	60.00		177,741	
Ground Floor Office (carriage works)	2,065	60.00		123,882	
1st Floor Office (carriage works)	5,041	60.00		302,471	
1st Floor Front Office	5,155	60.00		309,318	
2nd Floor Office (carriage works)	5,041	60.00		302,471	
2nd Floor Front Office	5,155	60.00		309,318	
3rd Floor Office (carriage works)	5,041	60.00		302,471	
Basement	5,047	20.00		100,941	
Totals	40,323 ft²			2,393,478	
Contingency		3.00%		71,804	2,465,282

PROFESSIONAL FEES

Prof. fees	6.00%	143,609	
			143,609

MARKETING & LETTING

Letting Agent Fee	15.00%	34,121	
Letting Legal Fee	5.00%	12,329	
			46,450

DISPOSAL FEES

Sales Agent Fee	1.00%	77,828	
Sales Legal Fee	0.50%	38,914	
			116,741

TOTAL COSTS BEFORE FINANCE**10,744,582****FINANCE**

Debit Rate 4.000%, Credit Rate 0.000% (Nominal)				
Land			187,446	
Construction			44,524	
Letting			439,475	
Total Finance Cost				671,445

TOTAL COSTS**11,416,027****PROFIT****(3,623,724)****Performance Measures**

Profit on Cost%	-31.74%
Profit on GDV%	-43.45%
Profit on NDV%	-46.56%
Development Yield% (on Rent)	5.61%
Equivalent Yield% (Nominal)	7.50%
Equivalent Yield% (True)	7.87%
IRR% (without Interest)	-18.20%
Rent Cover	-5 yrs -8 mths
Profit Erosion (finance rate 4.000)	N/A

Appendix B – New Build and Refurbishment of Carriage Works

APPRAISAL SUMMARY

ARGUS SOFTWARE

Reedham House- 12 Storey Development & Carriage Works Refurb

Appraisal Summary for Phase 1

Currency in £

REVENUE

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV
Ground Floor (Retail)	1	2,852	25.00	71,300	71,300	71,300
First Floor (Twin Core)	1	8,579	35.00	300,265	300,265	300,265
Second Floor (Twin core)	1	8,579	35.00	300,265	300,265	300,265
Third Floor (Twin Core)	1	8,579	35.00	300,265	300,265	300,265
Fourth Floor (New Build)	1	4,672	45.00	210,240	210,240	210,240
Fifth Floor (New Build)	1	4,672	45.00	210,240	210,240	210,240
Sixth Floor (New Build)	1	4,672	45.00	210,240	210,240	210,240
Seventh Floor (New Build)	1	4,672	45.00	210,240	210,240	210,240
Eighth Floor (New Build)	1	4,672	45.00	210,240	210,240	210,240
Ninth Floor (New Build)	1	4,672	45.00	210,240	210,240	210,240
Tenth Floor (New Build with Terrace)	1	3,079	47.00	144,713	144,713	144,713
Eleventh Floor (New Build)	1	4,672	45.00	210,240	210,240	210,240
Twelfth Floor (New Build)	1	4,672	45.00	210,240	210,240	210,240
Totals	13	69,044			2,798,728	2,798,728

Investment Valuation

Ground Floor (Retail)

Market Rent	71,300	YP @	4.7500%	21.0526	
(1yr 6mths Rent Free)		PV 1yr 6mths @	4.7500%	0.9328	1,400,119

First Floor (Twin Core)

Market Rent	300,265	YP @	4.7500%	21.0526	
(1yr 7mths Unexpired Rent Free)		PV 1yr 7mths @	4.7500%	0.9292	5,873,548

Second Floor (Twin core)

Market Rent	300,265	YP @	4.7500%	21.0526	
(8mths Unexpired Rent Free)		PV 8mths @	4.7500%	0.9695	6,128,795

Third Floor (Twin Core)

Market Rent	300,265	YP @	4.7500%	21.0526	
(8mths Unexpired Rent Free)		PV 8mths @	4.7500%	0.9695	6,128,795

Fourth Floor (New Build)

Market Rent	210,240	YP @	4.7500%	21.0526	
(1yr 6mths Unexpired Rent Free)		PV 1yr 6mths @	4.7500%	0.9328	4,128,485

Fifth Floor (New Build)

Market Rent	210,240	YP @	4.7500%	21.0526	
(1yr 4mths Unexpired Rent Free)		PV 1yr 4mths @	4.7500%	0.9400	4,160,540

Sixth Floor (New Build)

Market Rent	210,240	YP @	4.7500%	21.0526	
(1yr 4mths Unexpired Rent Free)		PV 1yr 4mths @	4.7500%	0.9400	4,160,540

Seventh Floor (New Build)

Market Rent	210,240	YP @	4.7500%	21.0526	
(1yr 2mths Unexpired Rent Free)		PV 1yr 2mths @	4.7500%	0.9473	4,192,844

Eighth Floor (New Build)

Market Rent	210,240	YP @	4.7500%	21.0526	
(1yr Unexpired Rent Free)		PV 1yr @	4.7500%	0.9547	4,225,399

Ninth Floor (New Build)

Market Rent	210,240	YP @	4.7500%	21.0526	
(1yr Unexpired Rent Free)		PV 1yr @	4.7500%	0.9547	4,225,399

Tenth Floor (New Build with Terrace)

Market Rent	144,713	YP @	4.7500%	21.0526	
(10mths Unexpired Rent Free)		PV 10mths @	4.7500%	0.9621	2,931,021

Eleventh Floor (New Build)

Market Rent	210,240	YP @	4.7500%	21.0526	
(10mths Unexpired Rent Free)		PV 10mths @	4.7500%	0.9621	4,258,206

Twelfth Floor (New Build)

Market Rent	210,240	YP @	4.7500%	21.0526	
(11mths Unexpired Rent Free)		PV 11mths @	4.7500%	0.9584	4,241,771

Total Investment Valuation

56,055,461

GROSS DEVELOPMENT VALUE

56,055,461

APPRAISAL SUMMARY**ARGUS SOFTWARE****Reedham House- 12 Storey Development & Carriage Works Refurb**

Purchaser's Costs		(3,811,771)	
Effective Purchaser's Costs Rate	6.80%		(3,811,771)

NET DEVELOPMENT VALUE **52,243,690**

NET REALISATION **52,243,690**

OUTLAY**ACQUISITION COSTS**

Fixed Price	7,500,000		
Fixed Price		7,500,000	7,500,000
Stamp Duty	4.80%	360,000	
Town Planning		100,000	
			460,000

CONSTRUCTION COSTS

Construction	ft ²	Build Rate ft ²	Cost
Construction cost (Existing)	23,745	190.00	4,511,550
Construction cost (New)	<u>85,811</u>	250.00	<u>21,452,750</u>
Totals	109,556 ft²		25,964,300
Contingency		5.00%	1,298,215
Demolition			100,000
S106 / S278			250,000
			27,612,515

PROFESSIONAL FEES

Prof. fees	8.00%	2,077,144	
ROL		150,000	
			2,227,144

MARKETING & LETTING

Marketing		75,000	
Letting Agent Fee	15.00%	419,809	
Letting Legal Fee	5.00%	139,936	
			634,746

DISPOSAL FEES

Sales Agent Fee	1.00%	522,437	
Sales Legal Fee	0.50%	261,218	
			783,655

TOTAL COSTS BEFORE FINANCE **39,218,060**

FINANCE

Debit Rate 6.500%, Credit Rate 0.000% (Nominal)			
Land		1,474,857	
Construction		1,858,984	
Letting		2,762,774	
Total Finance Cost			6,096,615

TOTAL COSTS **45,314,675**

PROFIT

6,929,015

Performance Measures

Profit on Cost%	15.29%
Profit on GDV%	12.36%
Profit on NDV%	13.26%
Development Yield% (on Rent)	6.18%
Equivalent Yield% (Nominal)	4.75%
Equivalent Yield% (True)	4.89%
IRR% (without Interest)	13.00%
Rent Cover	2 yrs 6 mths
Profit Erosion (finance rate 6.500)	2 yrs 2 mths

Appendix C – CBRE New Build Pipeline

2023 – 2024 New Build Pipeline

ESG Credentials

Scheme Image	Building	Size/ floorplate	Quoting Rent	BREEAM/ NABERS Target	Well	Net Zero Carbon targets	Other
	Eden, New Bailey PC May 2023	100,000 10,000 sq ft floor plates	£33.50 - £35.00	BREEAM Outstanding NABERS 5.5 stars	TBC	*Targeting NZC in Operation * Stating their embodied carbon is 650 kgCO2/m2 vs 1100 kgCO2/m2 on a typical new build	*Building façade represents the largest living green wall in Europe. *Communal roof terrace. *Over provision of fresh air. They believe due to the efficiency of the building and consequential reduction in energy usage it will cost 40% less to run.
	4 Angel Square, Noma PC Q3 2023	200,000 19,000 sq ft floorplates	TBC (estimated £35.00 - £40.00)	BREEAM Outstanding NABERS 5 stars	TBC	* Targeting NZC in operation	*EPC A *100% renewable energy supply
	9 First Street Q2 2024	165,00 30,000 floorplates	£33.50 - £35.00	BREEAM Outstanding NABERS 5.5 stars	TBC	*Targeting NZC in operation *Targeting NZC in construction	

	Three Circle Square PC Q4 2024	224,970 16,400 sq ft floor plates	TBC (Estimated £38.00 - £40.00)	BREEAM Excellent NABERS 5.5 Stars	TBC	*NZC in operation *NZC in build *Significant reduction in embodied carbon to reduce offsetting required to get to NZC	*EPC A *Planning on dedicating full upper floor to communal amenity with double terraces.
	Ev0, Didsbury PC Q2 2024	83,000 16,500 sq ft floorplates	£30.00 - £31.00	BREEAM Excellent NABERS 5.5 stars	TBC	*Meets LETI 2020 design targets for upfront carbon. *Meets UKGBC Paris Proof Targets on operational energy use. *Meets RIBA 2025 performance targets on whole life carbon.	*Timber frame. *Energy supplied via on-site solar panels & Bruntwood Works co-owned wind farm.

Appendix D – Existing Office Accommodation



